

2002 UPDATE  
TOWN OF CAMDEN  
COMPREHENSIVE PLAN

Prepared for:

Town of Camden

2 South Main Street

P.O. Drawer 1002

Camden, Delaware 19934

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# **1 INTRODUCTION**

## **1.1 PREFACE**

For over 20 years, the Town of Camden has utilized a Comprehensive Plan to assist in maintaining a balance between the new and the old. The previous Plan was issued in 1991. This plan is an update to the former, and relies heavily on the previous format and scope to provide continuity in the planning process.

As before, there are five written components to this update: first, the summary and introduction; second, the goals and objectives of the Plan; third, a description of the Town, both past and present; fourth, the 5-year plan; and fifth, an implementation strategy. As in the past, the Plan is accompanied by maps which depict Camden's location, land use and potential expansion area.

Development of the 2002 Update was completed through the Camden Planning Commission. Davis, Bowen & Friedel, Inc., was selected as consultant to assist the process and to produce the text and associated suite of maps. The Office of State Planning Coordination provided valuable coordination assistance, and grant funding for the completion of the plan.

The Kent County 2001 Comprehensive Plan Update presents the challenge of maintaining strong economic growth while protecting the environmental resources and "country" atmosphere. The solution, as envisioned by the State of Delaware's Livable Delaware initiatives, is to direct growth through state spending priorities, to areas with existing water, wastewater and transportation infrastructure.

The Town of Camden's 2002 Update acknowledges both the challenges and potential solutions, and is intended to position Camden as a sustainable community ready to welcome new citizens and enterprises. As such, the 2002 Update compliments the Kent County Comprehensive Plan.

## **1.2 PLANNING PURPOSE**

The Town of Camden currently serves over 2,000 residents within a rapidly growing portion of Kent County. The Town has developed this 2002 Update to the Comprehensive Plan in recognition of the goals and objectives outlined in Executive Order 14, HB 255 (the Comprehensive Planning and Annexation Bill).

The Town of Camden has a history of growth, closely tied to its relationship with major transportation routes and the economic well-being of the County. The Town maintains the position that planned growth, in both residential population and business opportunity is necessary for the health and well-being of the community. Camden's centralized location, access to US Route 13 and DE Route 10, and existing water and sewer facilities make it a highly suitable residential location with historic character and quiet charm. These attributes can be protected and optimized through municipal ordinances, land use and transportation planning, as well as coordination with other agencies with planning mandates for the Town and its environs.

The State of Delaware outlined its goals in the December 1999 Strategies for State Policies, and March 2001 Livable Delaware initiatives, to ..."help manage new growth . . . while revitalizing town and cities and protecting the state's environment and unique quality of life." In March, 2001, Governor Minner proposed and the General Assembly passed legislative initiatives which were directed at implementing the Strategies' goals.

The Town of Camden recognizes the strengths of the Livable Delaware goals, while maintaining the Town's right to consider annexation requests, per the Town's Charter, and to develop its own unique zoning ordinance.

This Comprehensive Plan is required by Title 22 Municipal Corporations. Chapter 7. Planning Commission § 702 Comprehensive Development Plan. The format of the Plan is a written document, with supporting maps. The Plan will be used to provide a preliminary

review of annexation requests, and to provide information for the development and/or revision of the Town's zoning regulations. The adopted plan "shall have the force of Law and no development shall be permitted except as consistent with the plan."

The finalized plan will be submitted to the Governor and the Governor's Advisory Council on Planning Coordination for LUPA review, possible public hearing, and ultimately, recommendations regarding certification. The Town of Camden has the right to reject or accept any or all recommendations regarding its plan. The final decision on the adoption of the comprehensive plan is that of the municipality.

The Town of Camden has the right to expand its boundaries through annexation under Title 22 Municipal Corporations. Chapter 1. General Provisions § 101 Annexation by city or town. As of July 2001, all annexations must be consistent with the most recently adopted comprehensive plan meeting the requirements of Title 22, Chapter 7. The municipality shall not approve any annexations until the comprehensive plan or plan amendment is adopted.

The scope of work which produced this Plan included:

- Updating the Town's planning area and base map, to show the Town boundary, 5-year planning area, and available records on Town zoning.
- Holding public meetings, through the Planning Commission and Council for discussion and approval of an Annexation plan.
- Initiating discussions between the Town (Planning Commission, Council and Town Departments), the Camden/Wyoming Water and Sewer Commission, and review of the plans available from the County, various State planning agencies (OSPC, DNREC, Department of Agriculture, Caesar Rodney School District, for example) to form the basis of a draft document.
- Developing an assessment of infrastructure and security needs for the planning area, capacities, and expansion potential.
- Evaluate alternatives to address the infrastructure and security needs identified.
- Review of the Plan through the State LUPA process.

Appendix 1 includes a copy of the Livable Delaware Grant award, and the Resolution issued by the Town to update the Comprehensive Plan in compliance with the Livable Delaware initiative.

Appendix 2 includes meeting minutes and other items documenting the public involvement which has resulted in the Update being presented.

## 2 PLANNING GOALS

In May 2002, the Town of Camden began preparations for an update to its Comprehensive Plan. The planning process would include research of the existing land use within the Town, available Census data and new geographic data as well as community participation through public hearings, and planning workshops. The Town solicited proposals for assistance in research and mapping and document preparation, and obtained financial assistance through the Livable Delaware Funding Grant. Chart 1 (previous page) diagrams the process.

As developed through the public hearings and workshops held by the Planning Commission, the fundamental goal of the Town remains:

*To maintain a “small town” quality of living while providing for orderly growth and progress through annexation and planned expansion.*

The objectives of this 2002 Update to the Comprehensive Plan are:

1. Identify activities which assist in the continued maintenance of the character of the Town’s built environment.
2. Maintain and enhance the existing “small town” commercial entities.
3. Participate fully in the shared municipal functions for water, sewer, fire and emergency medical services with Wyoming.
4. Respond and mitigate environmental challenges which result from growth in the community.
5. Coordinate with the State, County and other local communities to continue to improve recreation opportunities and open space.

6. Improve the traffic plan through partnership with DelDOT to enhance the best qualities of the community.
7. Continue the planning process through development of a detailed governmental needs assessment, tied to the projected population growth, land use mapping and annexation plan.

### **3 CHARACTERISTICS OF THE COMMUNITY**

#### **3.1 BACKGROUND**

##### **Location**

The Town of Camden is located in central Kent County (Figure 1). The Town developed at the meeting place of market roads between active mill ponds, and was revitalized by the construction of the Dual Highway, US Route 13. The Town is only 3 miles from Dover, and lies 97 miles from Washington, D.C. and 81 miles from Philadelphia.

Geopolitical divisions which include Camden are: Kent Levy Court District 4, Delaware Senate Districts 17 (the majority of the Town, west of US Route 13) and Senate District 16 (east of US Route 13), and State House District 34.

The Town is located in North Murderkill Hundred geopolitical division for property ownership location. The Town is included within the Caesar Rodney School District.

The area studied under this Update to the Comprehensive Plan is shown as Figure 2, and includes the Town and surrounding parcels to the east and south of the Town whose future development will affect Camden's growth and quality of life.

##### **Camden Character**

Camden is a typical Delaware market town that grew through use, rather than formal plan. The original center was a strategic intersection of several important roadways, near a milling center. It is one of a string of such towns stretched in a line north-south through the state. Other towns with similar beginnings are Christiana, Middletown, Smyrna, Milton and Millsboro. All of these towns developed during the mid-1700's along main north-south roads, near the crossroads of travel ways to deep-water ports. These towns were located on well-drained topographic ridges, between mill sites.



Camden grew in the midst of a cluster of five gristmills – three on Isaac Branch which lies on the current northern Town boundary and two on Tidbury Creek, which lies 2 miles south of the town center – and at the intersection of routes of commerce from Maryland to the west, Harrington to the south and Dover to the north. The old town’s suburban road network developed as estates in the area where subdivided and individual lots were sold, resold and divided.

The process created the mixed land use, odd lot sizes and shapes, and irregular streets which characterize market towns. These characteristics have great appeal for those who find the alternative American suburban style homogenous and regimental in design. Unfortunately, these characteristics also pose significant challenges as old towns adapt to modern economic pressures.

### **General History**<sup>1</sup>

The Camden townsite is part of the Brecknock tract, patented by Alexander Humphrey in 1680. In 1780, Warner Mifflin bought 432 acres from the executors of John Vining. Warner Mifflin was one of the first Quaker abolitionists, freeing his slaves in 1774. During the American revolutionary war, he tried to make peace by passing unarmed through the lines to plead for British withdrawal. His brother Daniel bought 112 acres on which, during the ensuing decades, the Town developed. The Town proper was established in 1789.

Sometimes it was called Piccadilly or Mifflin’s Cross Roads, but very soon the name of Camden became attached to the townsite. The Town proper was established in 1789. By 1800, there were a dozen dwellings; most stood on lots of several acres. Daniel Mifflin built a tavern and sold off several large lots at strategic locations. His estate eventually subdivided the parcel that became the east side of South Main Street, the largest of Camden’s early subdivisions.

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<sup>1</sup>From the 1991 Comprehensive Plan

A Methodist meeting house and cemetery were commenced in 1796 near the Choptank Road on Main Street. The Quakers built a meetinghouse on the western outskirts of Camden in 1805.

The big original lots soon were subdivided. As land became more valuable near the crossroads, the street face became crowded with little shops and houses. Situated on the road to the hinterland and near a convenient landing, Camden became the seat of business and education for Murderkill Hundred. Schools for both white and black pupils were established early in the nineteenth century and funded by bequests from wealthy Quakers. John Hunn, who lived in Camden, was called the “chief engineer” of the Underground Railroad that smuggled southern slaves to freedom in the North.

During the prosperous first half of the nineteenth century, Camden’s merchants built fine houses for themselves and created model farms on the rich Sassafra loam soils surrounding the townsite. The first staple was wheat, which was shipped from Forest Landing to the sugar islands of the West Indies. Some in Camden experimented briefly with silkworms, but it was the peach industry that would bring the most spectacular wealth to the area.

Progressive farmers introduced disease-tolerant budded peach trees, which gave rise to a fruit industry that dominated the Delaware economy during the second half of the century. Camden was incorporated in 1852, just as the peach boom was reaching its first peak. The Stetson and Ellison cannery, started in 1855, put Camden on the leading edge of food distribution technology. Within a few years, every Delaware town with any pretensions had a canning factory.

The Delaware Railroad came through the community in 1856, but engineering considerations forced its builders to lay the line between the impoundments of Howell’s and Lindale’s mills, about a mile west of Camden. A new community began to grow around the Camden depot, which later became Wyoming.

Camden’s merchants continued to invest in Forest Landing, which had become the village of

Lebanon. Ships on the St. Jones River served canneries at Camden, Rising Sun, Barkers Landing, and Lebanon. In 1887, the proprietors of the Rising Sun cannery and some Camden merchants established a regular steamboat line to Philadelphia which lasted until the hard-surfaced highways made it obsolete during the present century.

A Camden resident, Dr. Levin D. Caulk, began a dental manufacturing business that still operates in Milford as the L. D. Caulk division of Dentsply International.

With consolidation of Delaware's schools, the Caesar Rodney School District was established in 1916. A new school building was built in the open space between Camden and Wyoming, near the Zion AME Church. The two towns soon grew towards the school, and the boundary line between them became virtually invisible, except to inhabitants. The fire companies, then the post offices, were merged, further blurring the historical distinction between the two entities. Camden and Wyoming today share responsibility for sewer and water service.

### **Camden Town**

Camden was built on its streets. The earliest houses were built on the very edge of the public right-of-way and often immediately adjacent to their neighbors. Houses and stores were indiscriminately intermixed, with business owners often living on the same properties with their places of business. Even today, it is not unusual for even the most prosperous businesses in Camden to be adjacent to their proprietors' homes.

As houses spread out along the roads, large tracts of farmland were encompassed by the town site. Within a block of the historical town center, even today, there are working farms. Some well-established districts, therefore, appear almost to be strip developments in farming districts.

This interleaving of farm and town has bequeathed Camden a large proportion of open space within its boundaries, and as the market demands, this open space is being developed to fill the housing needs of new residents. Some of the largest tracts in and near the Town are

expected to be on the market soon, and their development for housing or highway commercial is considered likely.

The Town is fortunate to include Brecknock Park, an established Kent County park, within the town limits. Town parkland continues to consist of small passive tracts of landscaped land.

### **Town Government**

The structure of Camden's municipal government includes a Town Council, consisting of five members. Councilmen must be citizens of Delaware and tax-paying residents of Camden over 21 years old. At least three of the members must own property within the town. The Council holds the final authority for enforcing the Town's regulations and ordinances. The Council also selects any officers or employees needed for the management of the Town and sets levels of compensation for their employment.

A number of Camden's public services are not administered directly through the town government. The Town Council represents the Town's interests on the Camden-Wyoming Sewer and Water Authority. Other services which involve both Camden and Wyoming are fire protection, emergency medical service, the school district and post office.

Camden retains responsibility for local policing, street maintenance, trash collection, stormwater drainage system, development controls and recreation. Currently, the Town employs three full-time staff for the Town Hall and Streets Department. In addition, the Camden Police Department currently serves the Town with 7 officers. The Town charter is expected to be amended to revise the election procedures and boundary description during 2003. Figure 3 diagrams the Town's organization.

### **Town Limit**

Camden's boundaries remained relatively stationary for its first century. After reaching out

to touch neighboring Wyoming, the community began to annex new subdivisions and adjacent farms. During the past twenty years, annexation has proceeded deliberately as the Town has attempted to control urbanization on its borders, which now encompass 2.00 square miles.

### **Architecture**

The oldest surviving houses in Camden include the two-story brick and frame Central Delaware folk structures with internal end chimneys, high foundations, and relatively low roofs. This house form is found throughout the middle of the state, most commonly as farmhouses. Except for details of trim and size, such houses were built to standard plan for more than a century.

By contrast, a few of the earlier houses were distinctly urban in style. Houses were added to their neighbors at party walls; duplexes were built; stores were built with spacious apartments on the second and third floors; servants' dwellings were built on the backs of lots. Such practices reflect decidedly urban attitudes and aspirations among the Town's first settlers.

Unlike more rigidly planned cities that grew in blocks, Camden has grown by a process of added farm acreage, followed by subdivision and in-filling, using up the vacant street-front space that Daniel Mifflin left unoccupied when he sold big lots two centuries ago. Each subdivision of an older lot has packed facades along the two main streets more tightly together. As new houses were built in the side yards of the old ones, Camden developed its characteristic pattern of alternating architectural styles, rather than blocks of single date. The in-filling process continues today as older buildings are replaced and the natural process of succession and remodeling continues to add texture and diversity to streetscapes.

### ***Cultural Resources Plan***

The Town has established an Historic District zoning overlay (see Figure 6) to protect and preserve the character of the Town, maintain and preserve property values and to enhance the

Town's attraction to residents and visitors. The Town will continue to see that every reasonable effort is made to provide compatible use for property within the Historic District. In addition, the Town will provide review of construction within the district to preserve original qualities and limit alternation or loss of historic material and distinctive architectural features.

As part of the Economic Development Plan, the Town will develop commercial district codes which will differentiate the highway commercial district from the specialty enterprises which are desirable and suitable within the Historic District zone.

Appendix 3 includes information on historic structures and the Camden Historic District.

## **3.2 LAND USE AND DEMOGRAPHICS**

### **Land Use**

While Camden is a modern town in every respect, its land use has changed little in a century. Camden's early land use patterns were closely associated to the town's major transportation modes: highways and railroad. Residential and commercial buildings were lined closely along Main Street and Commerce Street (present day Camden-Wyoming Avenue) while land distant from these roads was used for agriculture.

The town center has, during the 20<sup>th</sup> century, been surrounded by planned subdivisions which have a grid style geometry. Camden's first modern plotted subdivision is sometimes called the Orchard, because its streets are named after fruit trees, which is quite appropriate since many of its residents worked in the fruit industry. Senator James Allee laid out the subdivision adjacent to his summer house west of Camden between Wesley Street, the Choptank Road, and Commerce Street. Decades later, the Chapelcroft subdivision was built north of town. Newer subdivisions reflect the conservation design of curved roadways and cul-de-sacs. These designs reduce through traffic and reduce vehicle speeds. New developments include stormwater management systems and passive recreational spaces.

Construction of U.S. Route 13 in 1951 wrought significant changes in the built environment of Camden. Much of the through-traffic that had passed under the windows of Camden residents was diverted to the four-lane road to the east, where new highway-oriented businesses were established. This contributes to the attractiveness of the Town as a bedroom community.

Businesses began to move away from the historic crossroads area. A shopping center, Rodney Village, was built in the 1950s, and siphoned off more of the business district's trade. The American Stores Company closed its Camden supermarket in 1966. The combined Camden-Wyoming Fire Company built a firehouse on the old Stetson and Ellison cannery site in 1951 and a decade later the post offices were combined. The old fire house

and post office sites are now under a bank parking lot. Daniel Mifflin's tavern gave way to a parking lot in the 1950s. A new shopping district is developing along the highway, in conjunction with DelDOT's limited corridor preservation plan.

Camden's existing land use (Figure 6) is characterized by a residential core with most of the commercial properties located along U.S. Route 13, and most of the agricultural land located in the southern portion of town. Within the historic core of the Town, smaller commercial enterprises are interspersed with residential use.

Camden has remained a crossroads with large volumes of traffic. Its principal arteries, Camden-Wyoming Avenue (Del. Route 10), and Main Street (U.S. Route 13A), are used by vehicles bound for the Dover Air Force Base, the Central Solid Waste Management Center, the town schools, and numerous additional local destinations.

With the development of Brecknock as a county park, and the addition of the Little League fields between Camden and Wyoming, new populations will be using Camden's services and Camden citizens will enjoy new recreational opportunities.

### ***Trends in Land Use***

Within the Town of Camden, two compatible trends in land use are occurring. First, Commercial enterprises are locating along the main travel ways, including new large retailers on US Route 13. The second trend is additional residential units being developed within subdivisions in the southern half of the Town.

Land use was mapped for the 1991 Comprehensive Plan. In 1997, the State of Delaware prepared a Land Use data set from analysis of aerial photographs. The existing land use was re-mapped for this plan update in 2002. Figure 4 shows the updated land use for the Town. Table 1, below, shows the changes in land use over the past 10 year period.



Table 1- Changes in Land Use within Camden

<b>Land Use Description</b>	<b>1991 (acres)</b>	<b>1997 (acres)</b>	<b>2002 (acres)</b>	<b>10-year Change</b>
<b>Residential</b>	246	307	392	57%
<b>Commercial/Professional</b>	49	157	71	45%
<b>Industrial</b>	33	0	43	30%
<b>Agricultural</b>	391	529	441	13%
<b>Public/Semi-Public</b>	77	83	168	118%
<b>Road/Transportation*</b>	+/- 266	+/- 100	+/- 94	-64%
<b>Vacant/Transition</b>	88	109	76	-14%
<b>Total</b>	<b>1,150</b>	<b>1,285**</b>	<b>1,285**</b>	

\* Road/Transportation area is estimated. As land use mapping becomes more refined and computer mapping is use, the value is reduced to be more reflective of actual area.

\*\* Total area of the Town is based on the Office of State Planning GIS municipal data set information.

Land use trends reflect the community's continued development as a residential community. The significant increase in Public lands reflects the addition of new school property and the development of Brecknock Park.

The Camden zoning map of 1991 is presented as Figure 5. Figure 6 presents zoning districts per the Town's record as of November 2002. The areas under Camden's zoning classifications have changed as shown:

Table 2 – Changes in Zoning Classifications.

<b>Zoning Classification</b>	<b>1991 (acres)</b>	<b>2002 (acres)</b>	<b>Difference</b>	<b>% Change</b>
<b>Residential</b>	448	571	+123	27%
<b>Commercial</b>	110	126	+16	14%
<b>Industrial</b>	214	195	-19	-9%
<b>Preservation</b>	370	299	-71	-19%
<b>Total</b>	<b>1,142</b>	<b>1,184</b>		
<b>Historic District Overlay</b>	n/a	39	39	n/a

These changes reflect Camden’s increasingly residential nature.

### ***Land Use Plan***

In order to meet the objectives selected through the planning process, a Land Use Plan was developed in the form of the following recommendations and the Anticipated Land Use Map, included as Figure 9.

It is recommended that a division of the Commercial District ordinance be enacted to differentiate the older, historic town center area and specialty shopping potential from the highway commercial land use.

It is recommended that the base map sheets for the Zoning District Map be updated to reflect annexations and new subdivisions within the Town. A full sized map of the Zoning Districts, up to date as of the completion of this Plan should be printed for public review. The Town may also wish to investigate the opportunity of adding their zoning map to the Kent County Planning website, through a cost-sharing arrangement.

It is recommended that the Town's practice of listing school facilities as acceptable conditional uses in Residential or Commercial Districts be continued as new zoning classifications are defined.

Future land use within the Town is desired to reflect the Town's historic center with a mix of residential and small commercial enterprises, surrounded by subdivided residential neighborhoods of consistent density and character. The Plan also places highway commercial use along US Route 13 only, preserving Camden's interior roadways for residential or downtown commercial enterprises. It is anticipated that the Highway Commercial ordinance will reflect the goals of DelDOT's corridor preservation initiative for US. Route 13.

It is expected that, eventually, agricultural areas within the Town will be converted to residential use at the request of the land owner. The Anticipated Land Use map (Figure 9) indicates that centralized areas of public open space will be included in those future residential areas.

Future annexations are anticipated to the northeast, along US Route 13, and are indicated as Highway Commercial. Annexations to the south and southwest are anticipated to be residential, with the exception of lands with US Route 13 frontage. Buffers are indicated along undeveloped segments of Tidbury Creek and its tributary, Red House Branch.

### **Population**

The current population of Camden, as reported by the 2000 Census, is 2100 persons, living in 904 households. The population change since 1990 generally reflects the town's growth through build out of housing units within the Town, as shown in Tables 1 and 2 and Chart 2, below.

Table 3 - Changes in Town Population.

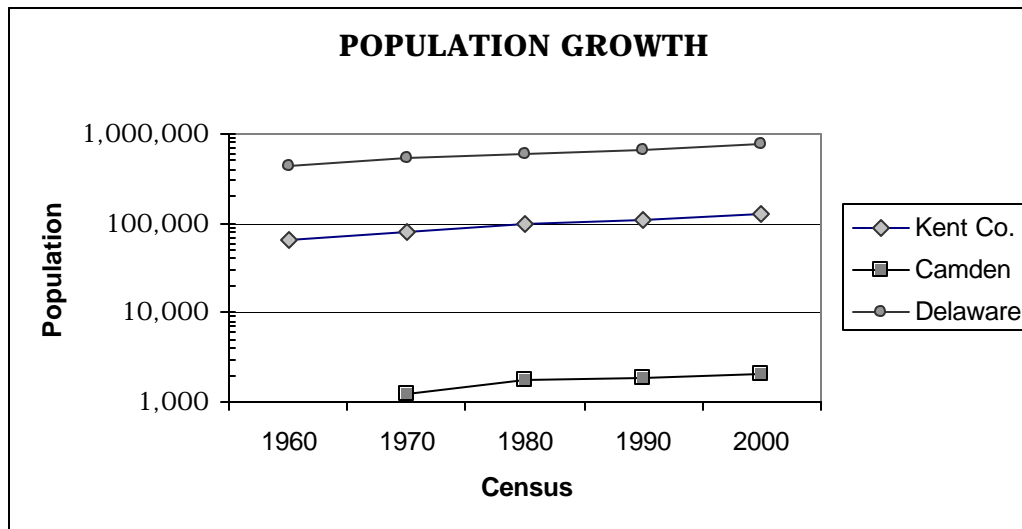
<b>Census</b>	<b>Population</b>	<b>Difference</b>	<b>% Change</b>
<b>1970</b>	1241		
<b>1980</b>	1757	516	42%
<b>1990</b>	1899	142	8%
<b>2000</b>	2100	201	11%

Table 4 - Changes in Camden's Size

<b>Year</b>	<b>Area (acres)</b>	<b>Difference</b>	<b>% Change</b>
<b>1981</b>	379		
<b>1993</b>	1,105	726	191%
<b>2002</b>	1,285	180	16%

Between 1970 and 1990, Camden grew in size and population through subdivision of existing Town land and annexations. In the past 10 years, the Town's growth has been through the build-out of residential properties established in those earlier years, and through continued annexation of properties.

Chart 2. Comparison of Camden's Population Growth with the State and Kent County.



Over the past 20 years, Camden's population growth trend is consistent with the growth experienced by the State total and the County.

The Town's racial and ethnic make up is tabulated below:

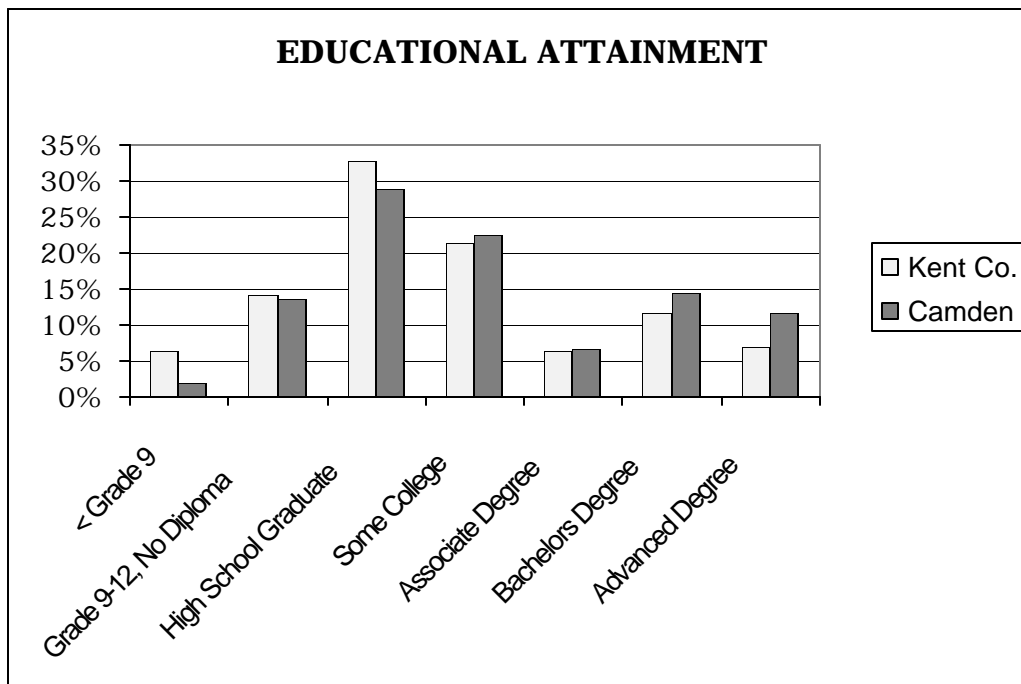
Table 5 - Population Ethnicity and Race.

			Population			
	White	Black	American Indian	Asian	Hispanic	Other
1990	1,516	349	3	19	47	12
2000	1,610	390	33	47	61	20

Note that the 2000 census allowed people to claim more than one racial or ethnic group. The Town's racial make up has not changed significantly since the 1990 Census.

Educational attainment for persons over 25 years of age is predominantly high school graduate or higher (84 %.) Camden's population is well educated, and includes a higher percentage of college graduates (26%) than the County at large (18%).

Chart 3 - Comparison of Educational Attainment.

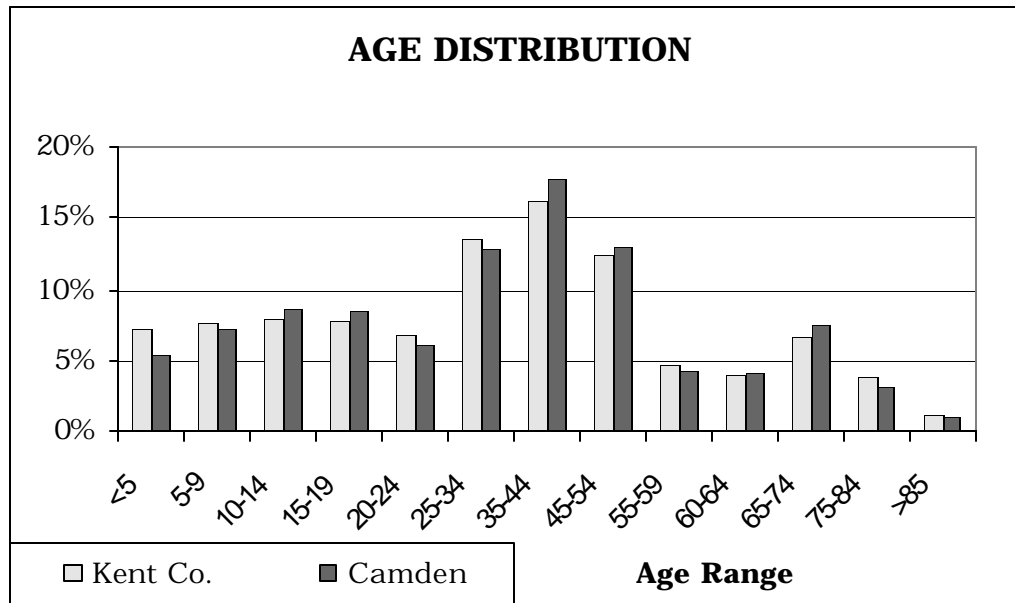


Educational attainment is an indicator of earning potential. The median household income of Camden, \$47,097, reflects the high school and college education of its citizens.

The Town's population includes 517 children, enrolled in nursery school, Kindergarten and grades 1 through 12, or approximately 91 percent of all children 18 years old and younger.

Age distribution within Camden is reflective of the community's dual role as a home for retirees as well as working families.

Chart 4 – Comparison of Age Distribution



### ***Population Forecast***

A population forecast is tabulated below, based on Kent County and City of Dover forecasts generated by the Delaware Population Consortium. Past data shows the growth of the Town trends in coordination with the growth of both Kent County and the State in general. The Consortium's projections are benchmarked to the 2000 Census, and include analysis of births, deaths and net migration into the State. The Consortium's forecasts show a reduction in the rate of population expansion for Delaware as a whole, reflecting the slowing economy and the associated reduction in job growth (the key component of net migration to Delaware).

The Consortium provides projections for a limited number of municipalities within the State. Camden is expected to follow the growth pattern of the more suburban and rural portions of the County, which can be approximated as the County's growth excluding the growth of the City of Dover, which includes one quarter of the Kent population.

Camden's population is expected to grow at slightly more than 5 percent per 5-year projection period for the next ten years and decline to 4.5% during 2010 to 2015. This growth is approximately 10.5% over 10 years, reasonably in line with past growth rates. Population estimates are shown in Table 6.

Population growth for the Town of Camden will be the key factor in increasing demand on Town services and the infrastructure supported by the Camden-Wyoming Sewer and Water Authority. Equivalent Dwelling Units (EDU's) are used to relate water and sewer demand in gallons/day (gpd) to population and land use. For planning purposes, one (1) EDU is allocated to each household. Average population per household in Camden is 2.5 persons, based on the 2000 census.

Table 6 – Future Population Estimates

<b>Year</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>
<b>Projected Population</b>	2,206	2,317	2,422
<b>Increase in Population</b>	106	112	104
<b>Increase in EDU's</b>	42	44	41

Most of the increase in population will be the result of continued positive net migration into the Camden area. Camden does not anticipate significant annexation of currently developed residential neighborhoods. Births and deaths in Kent County have been roughly equal for during the 90's and is expected to remain so into the foreseeable future. The number of people moving into central Kent County is estimated to be greater than those people moving away from the area. This net gain due to migration has been the trend for the past 20 years.

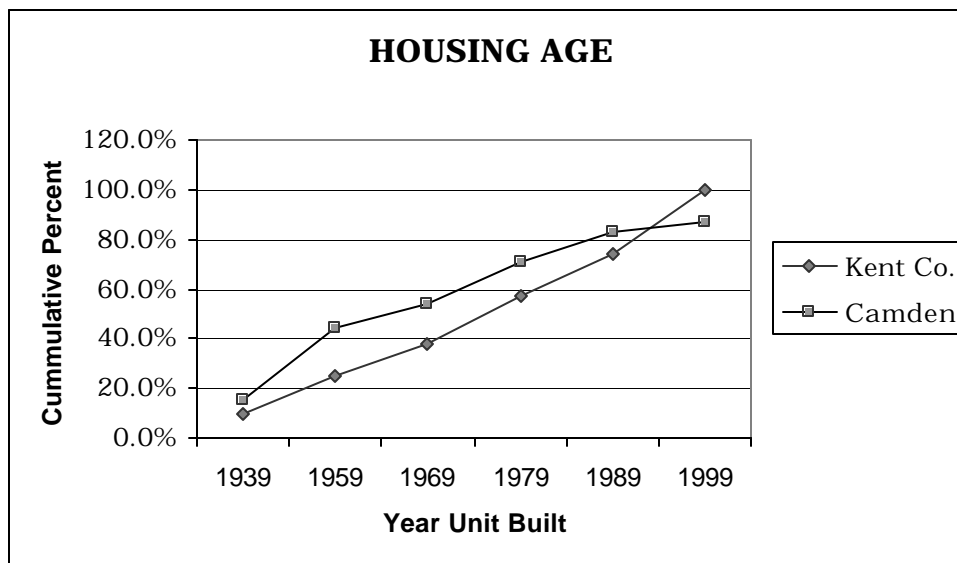


## Housing

The Census reports that slightly more than half of the town's population has lived in Camden for more than five years. The Town includes 900 housing units, most of which are single family homes. Approximately 12 percent of the housing stock is multi-family (duplexes up to apartment block) and 10 percent are reported as mobile homes.

The age of the housing stock reflects Camden's steady growth as a residential community. Over 150 units were added during the 1990's, a period of significant economic growth within Delaware and the nation. Interestingly, a similar number of units were added in the 1970's, in contrast to most Delaware communities, during a period of high inflation and interest rates. Camden's population and physical size also increased significantly through the 1970's.

Chart 5 – Comparison of Housing Stock Age



Housing in Camden is affordable. Median value for homes is \$ 107,100, somewhat less than the County average.

The distribution of housing values is shown in Table 7 and Chart 6, below. Over forty percent of the housing is valued under \$100,000; however, little of the housing stock is less

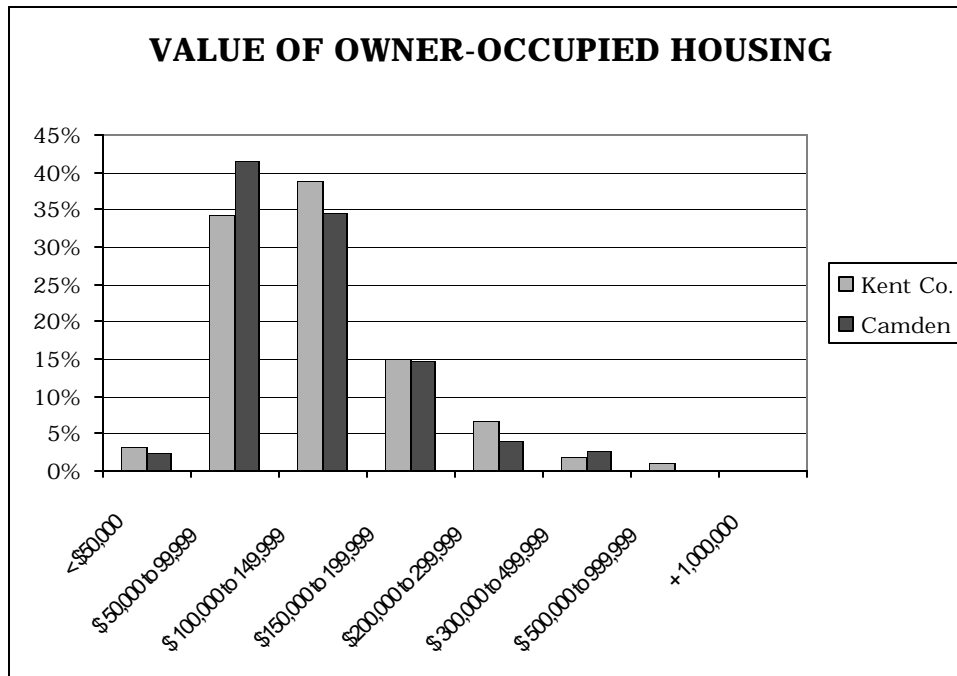
than \$50,000, an indication that the condition of the housing is being maintained. Median monthly rent is \$ 622.

During the 2000 census, 97 % of the housing stock was occupied. 535 units were occupied by the owners.

Table 7 – Housing Values in Camden

<b>Value</b>	<b>Number of Units</b>	<b>Percent</b>
<b>Less than \$50,000</b>	13	2.4%
<b>\$50,000 to \$99,999</b>	222	41.5%
<b>\$100,000 to \$149,999</b>	185	34.0%
<b>\$150,000 to 199,999</b>	79	14.8%
<b>\$200,000 to 299,000</b>	22	4.1%
<b>\$300,000 and higher</b>	14	2.6%

Chart 5 – Distribution of Housing Values for Camden and Kent County



### ***Housing Plan***

Camden currently utilizes its Zoning ordinance to provide suitable housing development and preservation of its historic center. A single residential district is described with control added through a system of conditional use regulations.

Throughout the planning process, Camden residents voiced their support of consistency within neighborhoods of housing density and character. Under this Plan, the Town will review the development of residential land use patterns and evaluate the benefits of defining new residential zoning districts with various density descriptions to further guide development and assure neighborhood consistency.

## **Employment and Business Activities**

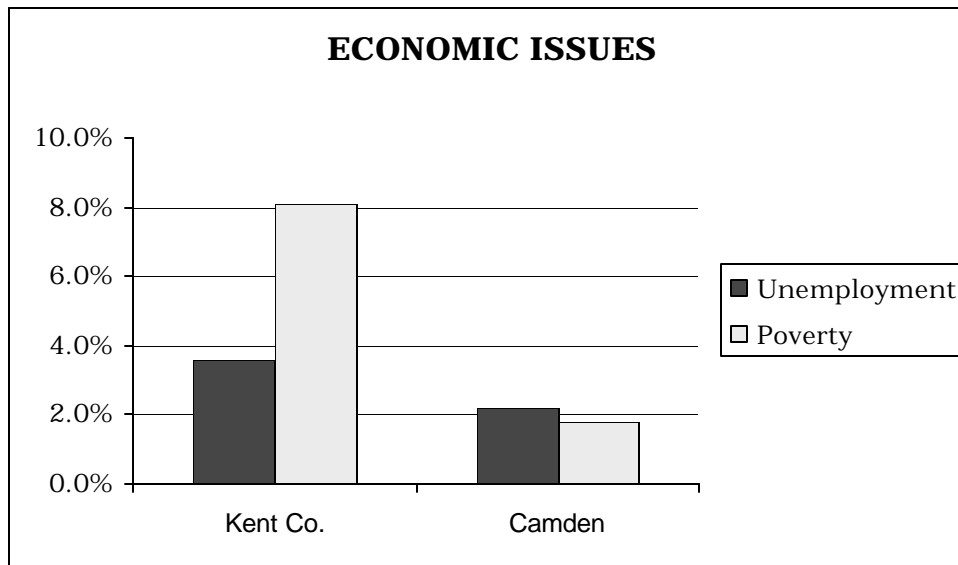
Camden's original economy was centered on the mill industry and trading. Five grist mills were located in close proximity to the original town. Camden also lead in establishment of the canning industry, due to the wealth of local farmers in the area. The first canning industry, started primarily with Delaware's peach crop, strongly influenced the Delaware's economy during the 1850's and after. Canneries built in Camden as well as Rising Sun and Lebanon were known for their fine reputations in the food distribution industry. With the installation of the Delaware Railroad in 1856, new communities such as Wyoming sprang out from around Camden depot, bringing with them new business and industry.

The completion of US Route 13 changed the historic crossroads intersection of Del Route 10 and Camden-Wyoming Avenue, encouraging businesses to re-establish themselves outside of town. Camden is now primarily a bedroom community. During the 1990's, the largest in-town businesses were regional distributors, rather than local service providers.

Businesses within the heart of town tend to be specialty "single purpose" shops, which can bring patrons into town from beyond the Town limits. In contrast, Camden residents have had to do the majority of their daily shopping out-of-town. A new Wal-Mart store is being constructed which will address both daily needs and serve as an anchor for a shopping district. The shopping center is located on US Route 13, which provides access for a large customer base. Additional commercial lots within the shopping center will be accessed by a service road, in support of DelDOT's corridor preservation plan.

Camden's current economic base is divided between the service/retail sector and education. Information provided by the 2000 census showed Camden with a labor force of 1,299 persons, and an unemployment rate within that work force of 2.2 per cent. This figure is significantly below the Kent County rate. Less than 2 per cent of families within Camden live below the poverty rate.

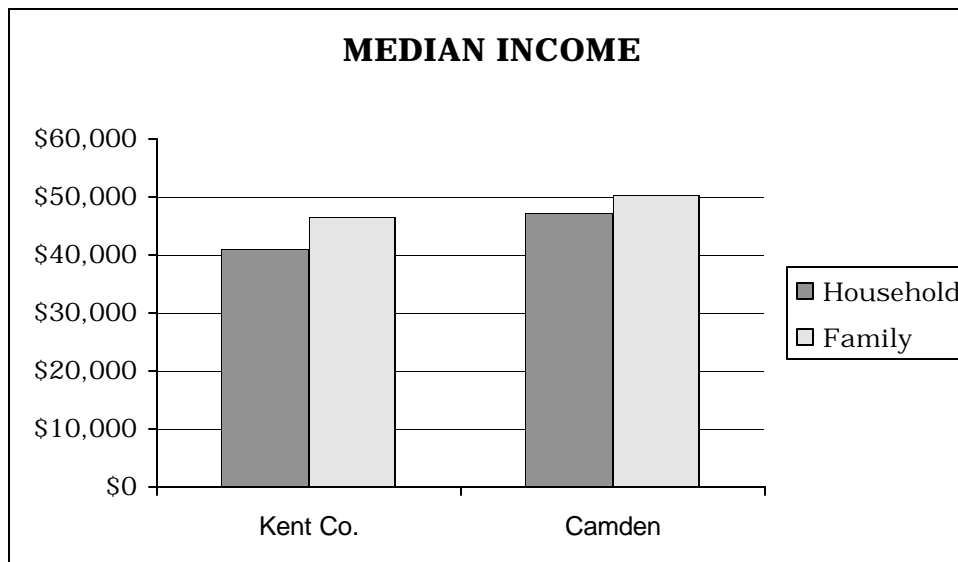
Chart 6 – Comparison of Economic Issues



The economic health of the residential community is reflected by these statistics.

Most residents of Camden commute to work, beyond the town limits. The median household income for Camden is \$ 47,097. The County median is \$40,950. Camden's income levels reflect the educational achievements of its citizens.

Chart 7 – Comparison of Income Statistics



Over half of Camden's work force are employed in 4 business sectors. Most job locations are outside of Camden proper.

Table 8 – Occupations of Camden Residents

<b>Business Sector</b>	<b>Persons</b>	<b>Percent of Total Labor Force</b>
<b>Education, health and social services</b>	286	24%
<b>Public Administration</b>	186	16%
<b>Manufacturing</b>	117	10%
<b>Retail Trade</b>	115	10%

In addition, the town is home to 59 persons employed in the military. The largest employer for the Town and its water/sewer service provider is the Caesar Rodney School District. Most residents commute to work beyond the Town, as indicated by the transportation statistics shown in Charts 8 and 9, below.

Chart 8 – Commuting Alternatives

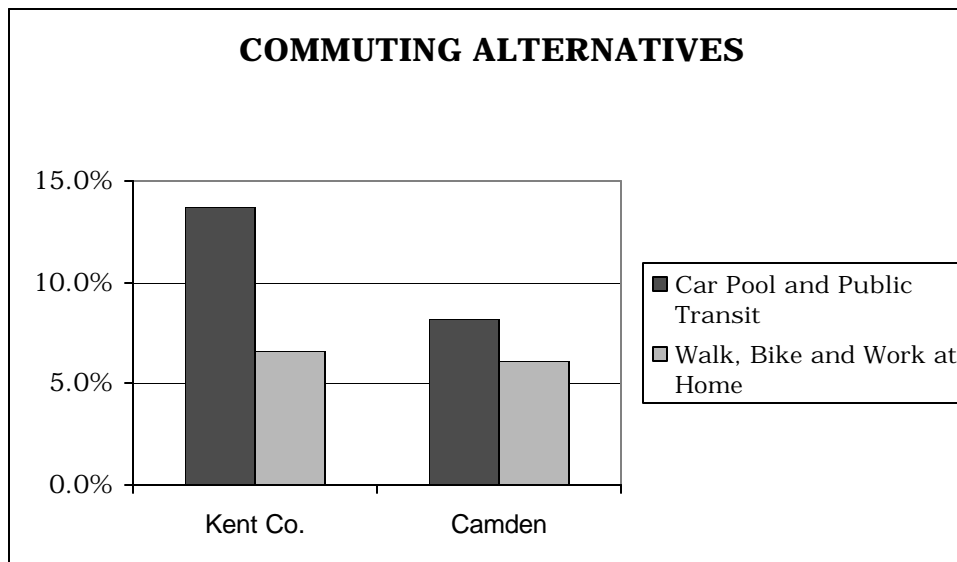
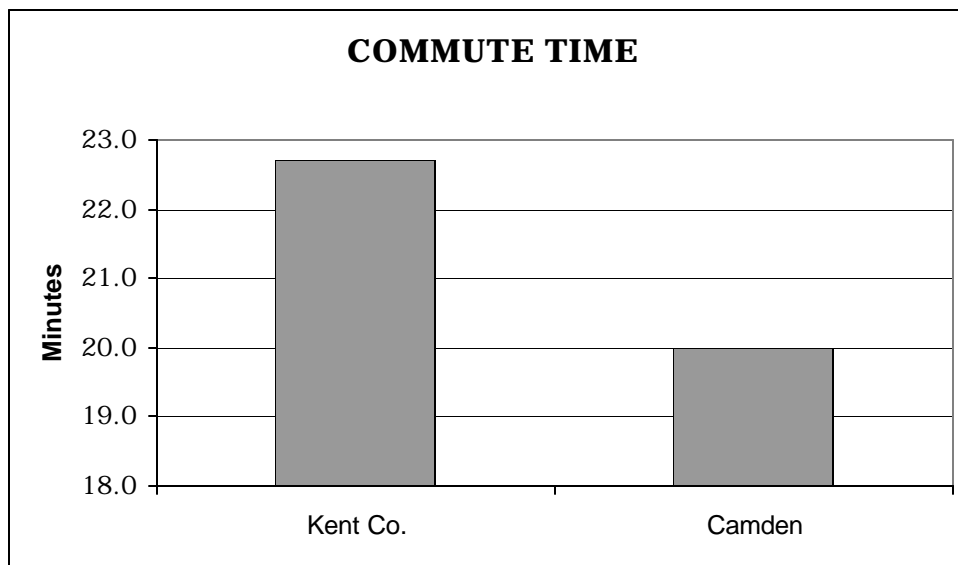


Chart 9 – Comparison of Commuting Time



### ***Economic Development Plan***

In discussions between citizens, the Planning Commission and Town Council, limited in-town shopping was the main economic issue identified. The Town looked for alternatives which would encourage popular retail chains to consider locating in the Camden area, while preserving Camden's historic town center with its unique potential for small specialty shops.

The Town currently utilizes one commercial district code. Under this plan, the Town will develop commercial district codes which will differentiate the growing highway commercial district from the specialty commercial enterprises which are suitable within the historic downtown area. The division of commercial zoning districts will support the Town's established Historic District zoning overlay, in preserving the character of the original Town center, and in enhancing the Town center for business opportunities catering to both residents and visitors.

A highway commercial district could also specify elements which would support DelDOT's corridor preservation goals for US Route 13.

### **3.3 PUBLIC SERVICES**

#### **Water System**

The surface waters of Isaac's Branch and shallow dug wells were the initial water sources for the residents of Camden from its establishment until the early 20<sup>th</sup> century. The Camden Water Commission was formed in 1930 to provide public water service to the town, which was accomplished with water mains, the first "in-air" water storage tank, and public water supply wells. In 1983, the Town Council of Camden and of Wyoming transferred water supply responsibilities from their water commissions to the Camden-Wyoming Sewer and Water Authority (CWSWA), in order to become eligible for federal loans from the USDA. (The CWSWA had been serving both towns for wastewater collection since 1963).

The 1983 project included the interconnection of the Camden and Wyoming water systems, and system upgrades which addressed inadequate fire flow pressures. The project included additional water storage with the addition of a 300,000 gallon tank, which provided for the Town's growth through the 1970's. Since that time, the Authority has expanded the system to new developments within its service territory and repaired leaks and replaced mains as needed.

In 2001, the CWSWA constructed a 1 million gallon water elevated tank to provide over one day's peak water demand in storage.

CWSWA includes 1,475 water service connections. The Certificate of Public Necessity and Convenience (a utility's service area) for the CWSWA includes 90 % of the town of Camden, with the areas to the east of US Route 13 and the subdivision of Tamarac (on the southwest of the town) included in the service territory of Tidewater Utilities. One recent annexation to the Town included the property owner negotiating the transfer of service rights from Tidewater to the CWSWA.

The CWSWA board oversees the operations, finances and planning for the Authority. The



board includes 6 members (three from Camden and three from Wyoming.) The Authority has a staff including a full time superintendent and contract engineer. The Authority is subject to all the regulations regarding public wells, and water supply as administered by DNREC and DHSS. The Authority does not have any jurisdiction regarding land use or zoning and relies of regulation promulgated by various State agencies and the federal “Safe Drinking Water Act” to protect its water supply. The most-recent Annual Drinking Water Quality Report is included as Appendix 4.

The existing water distribution system in Camden includes primarily 4-inch and 6-inch diameter lines. Generally, mains six-inches or greater in diameter have been installed since 1955. CWSWA water storage includes two facilities: a 300,000-gallon elevated tank and a 1,000,000-gallon elevated tank.

Tidewater Utilities, Inc., also serves the developed southern portion of Camden within the Tamarac subdivision. Tidewater Utilities, Inc., is a subsidiary of Middlesex Water Company, a public-traded company located in New Jersey. Tidewater Utilities, Inc., is regulated by the Delaware Public Service Commission. The Town does not have any direct involvement with its operations. The “Camden District” is an interconnected water system which extends from Tamarac in Camden on the southwest to the Generals Green subdivision, 4 1/4 miles to the northeast. The District includes a 300,000 gallon elevated water storage tank at Rising Sun and an 80,000-gallon ground level tank on US Route 13.

The CWSWA water system is served by two public water supply wells which tap deep, confined aquifers, as shown below.

Table 9 – Public Water Wells within Camden\*

<b>Well ID</b>	<b>Permit No.</b>	<b>Year Completed</b>	<b>Aquifer</b>	<b>Screen Interval</b>
Well No. 2	10077	1952	Cheswold	216' - 237'
Well No. 4	10078	1969	Piney Point	343' - 460'

\* CWSWA operates wells within the Town limits. Tidewater Utility wells are located beyond the current Town limits.

Tidewater's "Camden District" is served by wells located across the district. Most are completed at depths greater than 150 feet below the ground surface.

The Delaware Geological Survey has documented steady declines in the production rates from the Piney Point aquifer, and DNREC has a moratorium on new allocations of water from the Piney Point. New water resources for the Camden Wyoming Sewer and Water Authority may come from shallower aquifers. Shallow aquifers generally provide reliable quantities of water because rainfall can quickly recharge the aquifer through infiltration. This positive effect is also a cause of concern, if land use in the recharge area produces contaminants which also could leach into the groundwater near a well site. As part of the community discussion, the Authority suggested that the Town adopt a wellhead protection ordinance to limit certain land uses in the vicinities of public water supply wells.

As noted above, recharge of water from the land surface to the shallow groundwater table is vital to the sustainability of shallow groundwater resources. In 2007, new regulations will be in effect requiring the Town to protect recharge areas through amendments to the Town's land use ordinances and through specific elements included in the 2007 Comprehensive Plan Update. An area of "Excellent Recharge Potential" has been mapped within the Town, by the Delaware Geological Survey. The recharge area is shown on Figure 7.

## **Sanitary Sewer System**

As with much of Kent County, residents of Camden disposed of wastewater initially via outhouses and subsequently using individual septic systems. Public sewage treatment for both Camden and Wyoming began in 1962 with the formation of the CWSWA. The Authority installed sanitary sewer and constructed a sewage treatment plant in Wyoming, along Isaac's Branch. Almost all of Camden's wastewater collection system was installed in 1963.

To comply with environmental regulations, the CWSWA closed the plant in 1977 and merged the system with the Kent County Regional Wastewater System, at Pump Station 14. The wastewater is treated at the County's plant east of Frederica.

Currently, wastewater is handled primarily through the CWSWA. In the southern portion of the Town, the initial lots of the Tamarac subdivision utilize individual, on-site septic systems for wastewater disposal. New development planned for Tamarac will be served by the CWSWA.

The gravity collection system installed by the CWSWA is composed of vitrified clay pipe with rubber-gasketed joints, with pipe sizes ranging from six to fifteen inches. Most of the system is 8-inch diameter pipe.

In 1977, the County's Pump Station 14 was designed for a maximum daily flow of 500,000 gallons. Projections for wastewater flow from CWSWA listed in the Kent County Long-Range Wastewater Master Plan indicate the system will flow at approximately 440,000 gallons in 2020.

The CWSWA has a number of programs which reach out to home owners to provide assistance with sewer problems. The Authority is currently encouraging sewer customers to plug old basement drains which connect to the sanitary sewer.

According to DNREC, the Camden-Wyoming Sewer and Water Authority has a Wastewater Facilities Management Plan on file which was completed in 1995.

### ***Water and Sewer Plan***

Although not directly in control of its water and sewer systems, the Town of Camden can promote the health and safety of its citizens by remaining engaged through its appointees to the CWSWA board. As requested by the Authority, the Town of Camden will develop and adopt a well-head protection ordinance to protect future well sites.

It is possible that the Authority will need to complete an updated Wastewater Facilities Plan within this 5-year planning period (2002-2007). The Town can assist through provision of maps and data developed under this Plan

### **Stormwater and Drainage**

In general, the topography of the Camden area is very flat. Portions of the Town south of Old North Road have approximately 10 feet of relief. From old North Road to Isaacs Branch the land surface falls gently another 20 feet. The natural topography of Camden originally provided stormwater drainage through several waterways and drainage ways including Isaac's Branch, Newell Branch, Gibbs Ditch, and shallow valleys sloping north to Isaacs Branch in the vicinities of Main, South and West Streets.

Water detention also occurs in broad shallow topographic depressions, including locally along Main Street, and east of the railroad, in the vicinity of Tamarac and Barclay Farms.

The Town of Camden and Kent County have taken steps in the past to alleviate inadequate drainage from the central portion of town. In 1976, the Town and the Kent Conservation District entered into an agreement to maintain Gibbs Ditch, the primary stormwater drainage outlet for most of the developed part of Town.

Stormwater in Camden is collected through a stormwater drainage system consisting of 12-

18 inch diameter pipes to convey runoff to the outfall points. No regular maintenance (street sweeping or vacuum cleaning of the system) is conducted on the system. Also, the naturally flat topography creates poor drainage conditions. As a result, storm events result in predictable flooding at a number of locations, including: Old North Street and Main Street (Caesar Rodney High School), Center Street at West Street, South Street at Main Street.

High intensity events can cause severe problems. Unfortunately, even low-intensity rainfall over long duration can produce pools of water along un-curbed roadsides and at the driveways to many homes and businesses. Pooling has been noted along the east side of North Main Street, along West Street, south of Camden-Wyoming Avenue, along the north side of South Street and along the private roads of Barclay Farms.

In general, these pools were not flowing. They dissipate through infiltration and evaporation.

New subdivisions and developments are regulated by the Kent Conservation District for stormwater management and by the Town's zoning ordinance. Sidewalk, curb and gutter systems for all the Town's roadways, with appropriate stormwater collection and discharge is a long-term goal.

### ***Drainage Plan***

It is recommended that the Town continue to take advantage of grant opportunities, for example 21<sup>st</sup> Century funding, for transportation enhancement and roadway projects which incorporate improvements to the stormwater management system.

### **Streets**

Roads and highways have been important in the history of Camden. The town's development was dictated by trade routes, meandering country roads and local short cuts. Since Camden's main roads were established during the days of horse drawn wagons, they often do not conform with today's design standards. For instance, they vary in width, often lack right-angle intersections and have homes located very close to the right-of-way.

With the arrival of the Delaware Railroad west of Camden in 1856, the town developed westward. The narrow, twisting Almshouse Road (present day Commerce Street/Camden-Wyoming Avenue) became a through street to the railroad.

Caesar Rodney and Camden-Wyoming Avenues gained importance in the 1930's when Caesar Rodney School (today's Middle School) was expanded, and again in the 1950's when the Nellie Stokes Elementary School were built at the intersection of those streets. Old North Road and Main Street gained traffic in 1967 when the Caesar Rodney High School was built at the intersection of those streets.

US Route 13 was relocated to the east in 1973 and Main Street was designated Business/Alternate US Route 13A. Camden-Wyoming Avenue and Caesar Rodney Avenue were designated as Delaware State Highway 10. DE Route 10 was widened to a four lane highway east of Camden in 1970.

New streets have been added to the town, as subdivisions are constructed and the streets are accepted by the Town for maintenance. Camden includes approximately 6.1 miles of town-maintained streets, approximately 5.1 miles of State-maintained roadways and approximately 2 miles of private streets.

The major highways which pass through Camden include: US Route 13, US Route 13A (Main Street) and Delaware Route 10 (Camden-Wyoming Avenue). Other major highways and roadways in the vicinity include Delaware Route 9, US 113 and the Puncheon Run Connector to DE Route 1 toll road.

Generally, the roads with large volumes of through traffic are maintained by the State, which roads which serve primarily the town's residents are maintained by the Town.

DelDOT has published a Corridor Preservation Plan for the Town, which currently includes signalization of US Route 13 with Lochmeath Way and service roads fronting the Wal-Mart

and shopping center. The signalized road will intersect a service road to provide access to commercial lots fronting on US Route 13.

### ***Pedestrian Access***

Sidewalks have been placed along many of the main streets through the town, however, most residential streets continue to have only one side, or no sidewalk available. It is recommended that the Town continue to look for opportunities to utilize Municipal Street Aid Funds and Transportation Enhancement Funds for street improvements including sidewalks, lighting, and drainage improvements. Street work could be prioritized based on pedestrian patterns of school children and access to Town businesses and amenities.

### **Bus Routes**

DART First State operates a weekday bus route (Route 104) which serves the Town of Camden.

### **Other Utilities**

Natural gas is available to most of the town through Chesapeake Utilities Company. The Tamarac subdivision is not currently served. Electricity is provided by Conectiv. Street lighting is provided to the Town under contract by Conectiv and is provided in most of the developed areas. Telephone service is provided within the Town by Verizon. Cable television is provided by Comcast Cablevision.

### **Public Education**

The availability of quality public education is an important component in attracting new residents, and in keeping current residents within the community. Camden has a long history of valuing education as a public service.

The Quakers established the first school in Camden in 1805. The Friends Meeting House on Camden-Wyoming Avenue still contains a school room, which served the community before

the first free schools were established. This one-room academy was the precursor of the old academy located next to the Methodist church on South Main Street, which served the community until the original Caesar Rodney High School was built in 1916. The Nellie Hughes Stokes Elementary School was built in 1952 and the “new” Caesar Rodney High School was built in 1967. The Caesar Rodney School District was formed in 1915, then known as State Consolidated District No. 1. During the years from 1919 to 1969, smaller surrounding “one-room school house districts” were eliminated by absorbing them into the Caesar Rodney School District.

The school district is Camden’s largest landowner, largest employer, and largest traffic generator. Much of the town’s social and cultural life revolves around the Caesar Rodney School District. District operating costs are financed by the State of Delaware General Fund, land property and capitalization taxes, and federal subsidies for children of Air Force personnel.

Three of the Caesar Rodney School District’s fourteen schools are located within the town limits: Caesar Rodney High School, Fred Fifer III Middle School, and Nellie Hughes Stokes Elementary School. Close by in Wyoming is the W.B. Simpson Elementary School and W. B. Simpson Intensive Learning Center, in Rising Sun is the F. Niel Postlethwait Middle School. District headquarters are also located within Wyoming.

Caesar Rodney High School, located at the northwest corner of Old North Road and Main Street, serves grades nine through twelve for the entire Caesar Rodney School District. The 2000 enrollment was 1,665 students and the 2001 enrollment was 1,709. The school’s maximum capacity was 1,700 students, although enrollments have been as high as 1,815. The teacher/student ratio is currently one teacher for each 15 students. In November of 1999 residents in the Caesar Rodney School District approved a referendum for the renovation and expansion of the high school facility. The project includes construction of additional classrooms, expansion of existing classrooms, expansion of guidance and health areas and renovations to bring the facility into code compliance. Upgrading of the buildings infrastructure is also being addressed. The project has been slated for completion in time for



the opening of school in 2003.

To replace the deteriorating Caesar Rodney Junior High School, the district began construction of the Fred Fifer III, and F. Niel Postlethwait Middle Schools in the latter part of the 1990s. Construction was completed in 1999 with 41 and 45 classrooms, respectively. Both schools serve grades 6 through 8. The 2000 enrollment for Fred Fifer III Middle School was 711, and in 2001 the enrollment was 745 students. The teacher/student ratio currently is 15.9 students per teacher.

The new Nellie Hughes Stokes Elementary School was constructed in 1997, replacing the 1952 school building that was located at Camden-Wyoming Avenue and Caesar Rodney Avenue. The new school building serves kindergarten through fifth grade. Enrollment for 2000 was 511 students and for 2001 was 549 students. The current teacher/student ratio is 18 students per teacher.

Many of the Caesar Rodney School District facilities are available for use to the residents of Camden on a “no-charge” or rental basis. The “no-charge” access facilities include the outdoor recreational facilities (20 acres of open space, 10 tennis courts, 2 tracks, 2 playgrounds, 1 baseball field, 3 parking lots) and some classroom space. The rental facilities include the gymnasium, auditorium, cafeteria, and classrooms. These spaces are available for meetings, special classes, etc., and are used by private groups and state/county agencies.

The future completion of the Tamarac housing development in Camden and the construction of new housing developments within the School District at large will continue the steady increase in enrollment at the Camden schools. Under the current round of new school construction and expansions, the District is anticipating continued growth in the Camden area.

Camden will continue to participate with the School District in planning to accommodate potential enrollment growth in the three Camden schools and the entire Caesar Rodney School District. School facilities should continue to be available to the adult and school age

population for social, educational, and recreational opportunities during after-school hours.

As part of the Land Use Plan, it is recommended that the Town's practice of listing school facilities as acceptable conditional uses in Residential or Commercial Districts be continued as new zoning classifications are defined.

### **Library Services**

The Delaware State Library Commission, founded in 1901, initiated bookmobile service throughout much of the state, including the Town of Camden, in 1904. The Kent County Department of Library Services assumed full responsibility for the bookmobile service in 1989, and in 1991 a mobile library trailer replaced the bookmobile. The Caesar Rodney School District has had school libraries since its inception in 1916. However, the school libraries are traditionally not open to the general public.

Library service in Camden is limited to a mobile library provided by the Kent County Department of Library Services. The mobile library trailer visits the Brecknock Park on Wednesdays from 9:30 a.m. to 4:00 p.m. The Kent County Library Services Department also offers the county residents intra-library loans services and in 1995 KentNet (an automated computer system) was introduced.

Other local library resources beyond Camden town limits include the Dover Public Library and the Delaware State Library (located in Dover). Delaware State University, Wesley College and Delaware Technical & Community College all have on campus libraries.

The Town may wish to contact the Caesar Rodney School District, to investigate the feasibility of an evening lending program to the general public.

### **3.4 ENVIRONMENTAL ISSUES**

Camden is found within the Atlantic Coastal Plain, a region that comprises approximately 94 percent of Delaware's area. The Coastal Plain is a level region, sometimes gently sloping with relatively low altitude bordering the Atlantic Ocean and its estuaries. The Coastal Plain is underlain by sandy sediments layers with silts and clays, which have been compacted into soft rock ranging in age from 2 million to 100 million years old.

Sands which occur within the first 400 feet below the ground surface can produce potable water with reasonable treatment. The commonly used aquifers (from shallowest to deepest) are: the unconfined (or Columbia), the Frederica, the Cheswold and the Piney Point. Camden utilizes water produced from the Cheswold and the Piney Point.

The thin layer of soil which blankets the area has been mapped by the U.S. Soil Conservation Service. The majority of Camden's soil was mapped as the Sassafras Soil Series. This soil is deep, well drained, stable and rich, equally suited for agriculture and development. Sassafras soils are easily worked and the soil moisture capacity is high. Sassafras soils are limited in use only by slope and by possible erosion hazards.

The Sassafras Series provides an ideal soil type for agricultural uses. In the past, agricultural users within Camden have included orchards and traditional grain crops, potatoes, cabbage, peas, and an abundance of soybeans.

#### ***Agricultural Preservation***

No areas within Camden's current Town limits, nor within Camden's anticipated expansion areas (see Figure 8), are designated by the State for agricultural preservation. The Town values its location within the Kent County lands which are actively farmed, and intends to offer, through its Community Development Plan, an attractive location for new residential and commercial development. Encouraging growth within municipal areas with water and sewer, excellent education and recreational facilities may relieve development pressure on Kent County's agricultural lands.

## **Surface Water**

Isaac's Branch is the only permanent stream located in Camden. Gibbs Ditch, Newell Branch, the "South Street" drainage way, and the "Main Street" drainage way are additional intermittent streams or swales. All waterways and drainage ways are located in the St. Jones River Watershed of the Delaware Bay Basin.

The federal Clean Water Act (CWA) requires Delaware to develop a list of waterbodies, the "303(d) List," for which existing pollution control and prevention activities are not sufficient to improve or maintain water quality standards paired with specific water uses. To address the deficiencies, DNREC is directed to study the listed waterbodies and propose Total Maximum Daily Loads (TMDLs) for specific pollutants. A TMDL sets a limit on the total amount of a pollutant, entering the waterbody from many sources. The goal of the legislation is to achieve water qualities which support reasonable uses, such as fishing, boating, swimming or other activities.

The Town of Camden is located along Isaacs Branch, a stream within the watershed of the St. Jones River. Isaacs Branch was first listed in 1996 for elevated levels of nutrients, bacteria and low dissolved oxygen. The Branch remains on the list for nutrients and bacteria, however was de-listed for dissolved oxygen on the Draft 2002 303(d) List. The target date for establishing the TMDLs for the St. Jones River watershed is 2006. The watershed is currently under the intensive monitoring process. As part of the process in establishing the final TMDLs, DNREC will coordinate a Tributary Action Team. It is recommended that the Town of Camden participate on the team, to assure that the Town's interest in maintaining a healthy environment and developing cost-effective solutions is represented.

## **Floodplains**

The Flood Insurance Rate Map issued by the Federal Emergency Management Agency (FEMA) confirms the presence of a 100-year floodplain along Isaac's Branch in Northern

Camden (Figure 6). The remaining portion of Camden is listed as an area of minimal flooding. Floodplain soils can be found along Isaac's Branch.

FEMA lists Community Panel 100003 0001B (1981) for the Camden area. A new Flood Insurance Study has been completed for Kent County in September, 2001.

### **Wetlands**

The National Wetlands Inventory Map confirms the presence of wetlands within Camden's boundaries (Figure 6). These wetlands have been categorized as non-tidal, wooded wetlands.

### **Noise**

A pollution problem of special concern to Camden residents is the amount of noise pollution caused from traffic directed through the town or from travel on the major routes surrounding its outskirts. Camden is a crossroads community with problems rising from the large truck traffic found at the four corners of the town and the idling noise they cause when stopped at traffic signals. The noise is a major source of complaint from residents. The current zoning ordinance does not have provisions to regulate the problem, and control of the problem is limited because the truck traffic is carried on the State road system which is not under the jurisdiction of the community. The air pollution caused by this heavy traffic may also be evolving into a specific issue. These issues are shared by neighboring Wyoming and County residents located in enclaves between the two towns.

### ***Conservation Plan***

Resulting from the public planning forums, a number of environmental concerns were identified and solutions proposed. As referenced under the Water and Sewer Plan, the Town of Camden will develop and adopt a well-head protection ordinance to protect future well sites which may include production from the shallow aquifer system. Future action will

include additional regulations regarding groundwater recharge.

The history of Camden is closely associated with the surrounding waterways, and the environmental health of both Isaac Branch at the Town's northern limit and Tidbury Creek at the southern limit of the Annexation Plan. Under the Land Use Plan developed by the Planning Commission, two segments of the Tidbury Branch drainage are buffered by a 300-foot preservation strip. These preservation strips include the 100-year flood plain as designated by FEMA, as well as wetlands areas. Placement of the preservation strip along the water way will limit construction within the floodplain. An undeveloped segment of Isaac Branch is protected by Brecknock County Park. As part of the St. Jones watershed, water quality issues will be addressed as the final TMDLs are established. DNREC will coordinate a Tributary Action Team for the watershed, and the Town of Camden participate on the team, to assure that the Town's interest in maintaining a healthy environment and developing cost-effective solutions is represented

Noise pollution is a serious issue in the heart of Camden as truck traffic moves through town on the State-maintained road ways. It is recommended that the Town work with DelDOT on noise and vibration due to truck traffic. The Town should also utilize the Kent/Dover Metropolitan Planning Organization to further Camden and Wyoming's common transportation issues.

## 4 COMMUNITY DEVELOPMENT PLAN

The Town of Camden, through its Planning Commission, public input and general guidance provided through the Office of State Planning Coordination, have outlined a series of plans, referenced below, which work together to provide the Community Development Plan.

Table 10 - Plan Elements

<b>Plan Element</b>	<b>Chapter and Page</b>
Cultural Resources	Chapter 3.1, page 12
Land Use	Chapter 3.2, page 17
Housing	Chapter 3.2, page 26
Economic Development	Chapter 3.2, page 30
Water and Sewer	Chapter 3.3, page 35
Drainage	Chapter 3.3, page 36
Pedestrian Access	Chapter 3.3, page 38
Conservation	Chapter 3.4, page 44

### **Future Growth and Potential Annexations**

Camden is anticipating limited expansion to the northeast within the next year, and to the south within the next five years. Using the elements of the Community Development Plan, the Town will direct the character of that growth to meet the Town's goal of preservation of its small town feel, and to improve the Town's environment for its citizens. Figure 8 shows the Potential Expansion Area, where future annexation is likely to occur. Figure 9 indicates the Future Land Use Plan elements.

### **Relationship with Town's Objectives**

Through the planning process, the Town identified seven objectives for the 5-year planning period. The Town intends to pursue the following activities and projects, which are included in the elements of the Community Development Plan, to advance its objectives (see Section 2).

*Objective 1: Maintain the character of the Town's built environment*

- The Town will update its map book for zoning districts and produce a new zoning map.
- The Town will develop a more detailed existing land use map, and compare existing land use with current zoning.

*Objective 2: Maintain and enhance the existing "small town" commercial entities and neighborhoods*

- The Town will develop commercial district codes which will differentiate the growing highway commercial district from the specialty commercial enterprises which are suitable within the historic downtown area.
- Based on the development of the existing land use data base, the Town will determine whether new residential zoning districts with various density descriptions are desirable to maintain neighborhood consistency.

*Objective 3: Participate fully in shared municipal functions*

- Continue active participation in Camden-Wyoming Sewer and Water Authority
- Utilize the Kent/Dover Metropolitan Planning Organization to further Camden and Wyoming's common transit issues such as noise and vibration.

*Objective 4: Respond to environmental challenges*

- The Town will assist the Camden Wyoming Sewer and Water District to protect



groundwater resources through the development of a well head protection overlay zone.

- The Town will encourage CWSWA to update its Wastewater Facilities Management Plan during the current 5-year planning period (2002-2007).
- When appropriate, the Town of Camden will participate on the St. Jones Tributary Action team, to assure that the Town's interests in maintaining a healthy environment and developing cost-effective solutions for Isaacs Branch, are represented.

*Objective 5: Coordinate with other planning entities to improve recreational opportunities*

- The Town will continue supporting excellence in education through cooperation and coordination with the Caesar Rodney School District, and look for ways to share facilities for the benefit of the entire community.
- The Town will continue to work with the County and State to enhance and protect natural resources.

*Objective 6: Improve the traffic plan within the community*

- The Town will work to take advantage of grant opportunities for transportation enhancement and roadway projects which incorporate improvements to the stormwater management system.
- The Town will use pedestrian patterns of children walking to school to assist in prioritizing street work such as sidewalk additions.

*Objective 7 Continue the planning process through development of a detailed governmental needs assessment ties to the projected population growth, land use mapping and annexation plan.*

- The Town will solicit members for a sub-committee to identify capital improvement projects and equipment needs compatible with the Town's anticipated growth.
- The Town will investigate options for maintaining efficient and effective town management, including the option of hiring additional staff as the Town grows.

## **5 IMPLEMENTATION**

The planning process will continue through the functioning boards and commissions which regulate the Town. The understanding and participation of the Town's residents is valued as part of the process. The Town will actively pursue grant opportunities to implement as many of the identified activities as possible.

### **Planning and Coordination**

The State of Delaware outlined its goals in the December 1999 Strategies for State Policies, and March 2001 Livable Delaware initiatives, to ...'help manage new growth . . . while revitalizing town and cities and protecting the state's environment and unique quality of life.' In March 2001, Governor Minner proposed and passed legislative initiatives which were directed at implementing the Strategies' goals.

This Final Draft Plan is submitted through the Office of State Planning Coordination for LUPA review and comment.

The Livable Delaware policies are compatible with Camden's goals for steady, sustainable growth. The Town of Camden intends to support annexations and internal growth with adequate sewer, water, police and other key services.

The Town of Camden 2002 Comprehensive Plan Update, when adopted, will be used to evaluate requested annexations, and to track the City's progress as it implements projects and ordinances which will support the goals of the community.

### **Other Planning Entities and Mandates**

Under the Livable Delaware agenda, planning mandates are required to coordinate their efforts. The Town of Camden will continue to take an active role in highlighting issues which are important to the citizens of the Town, so that the County and various State

agencies can budget appropriately for improvements needed in the Camden area.

Appendix 5 lists other agencies and entities which have planning mandates which include the Camden area.

**Insert LUPA Comments and Responses here.**

## **FIGURES**

Figure 1	Location Map
Figure 2	Planning Area
Figure 3	Organizational Chart
Figure 4	Current Land Use
Figure 5	Zoning Map 1991
Figure 6	Zoning Map -Update
Figure 7	Conservation Areas
Figure 8	Potential Expansion Areas
Figure 9	Future Land Use

# TOWN OF CAMDEN

## 2002 COMPREHENSIVE PLAN

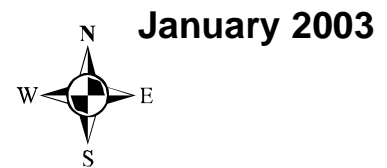
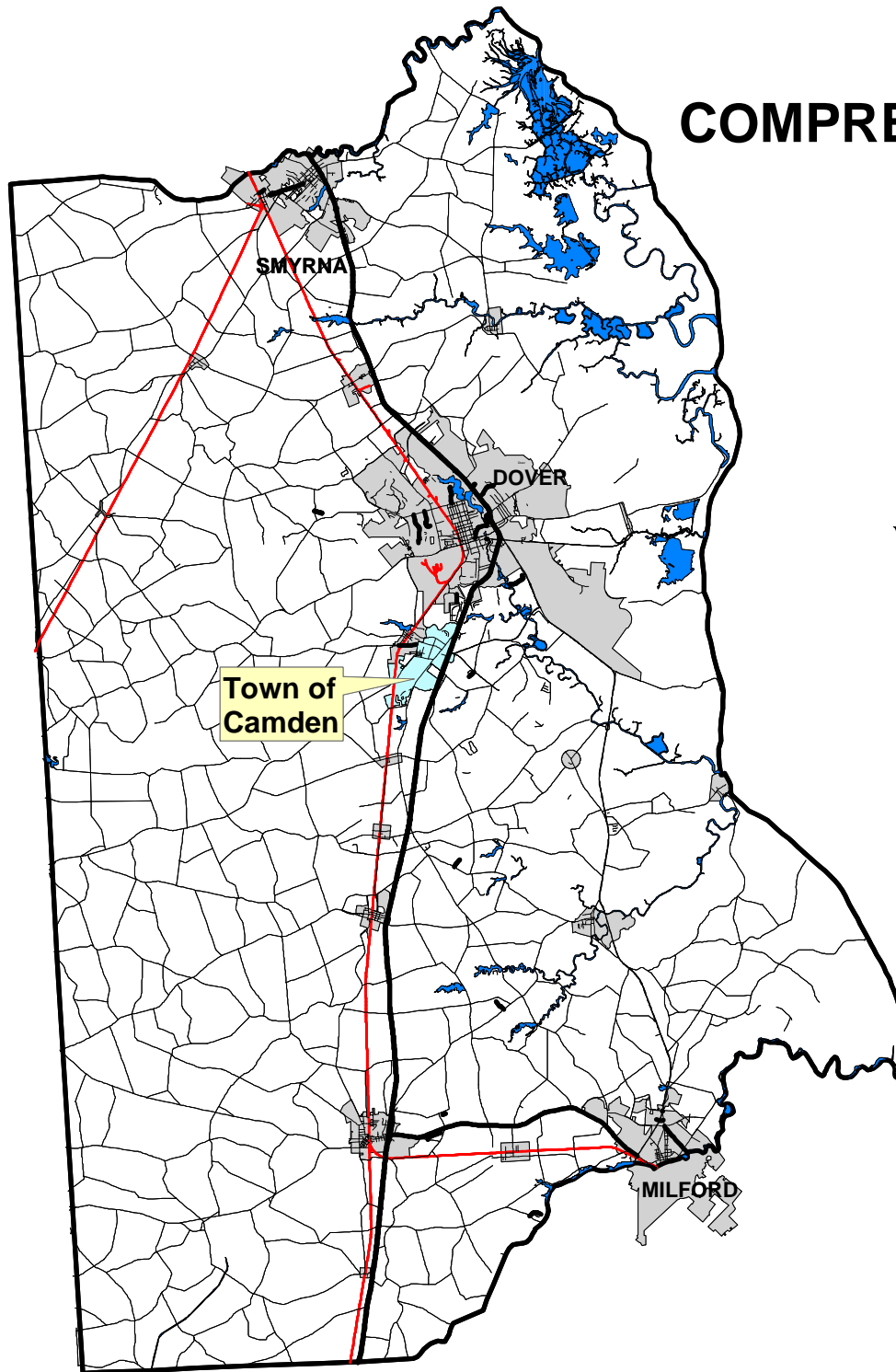
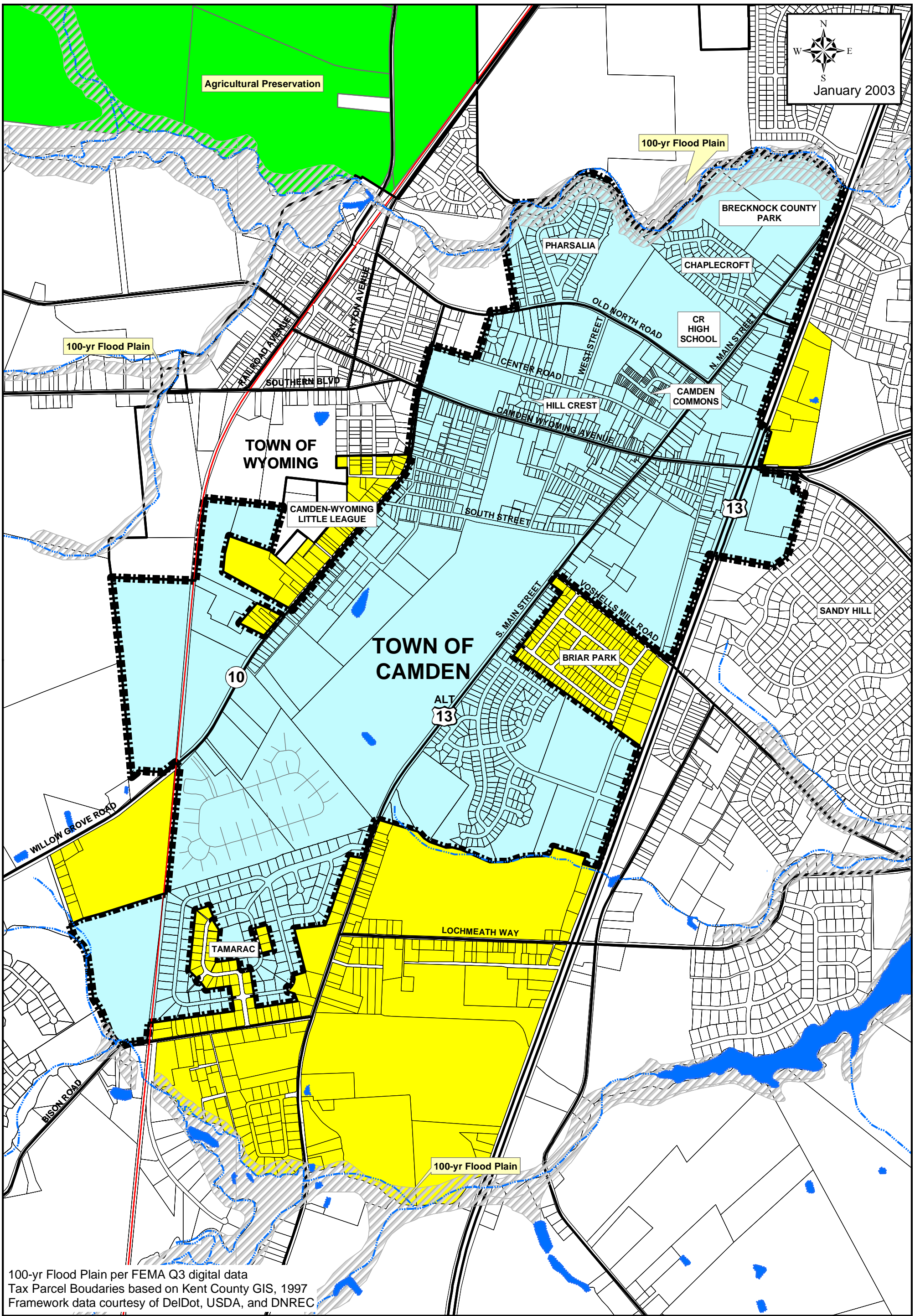


Figure No.1-  
LOCATION MAP



- Town of Camden
- Future Expansion Parcels
- 100-yr Flood Plain
- Agricultural Preservation District
- Purchased Development Rights

# Town of Camden

## Kent County, Delaware

Tax Parcel Outlines per Kent County

1,200 0 1,200 2,400 Feet

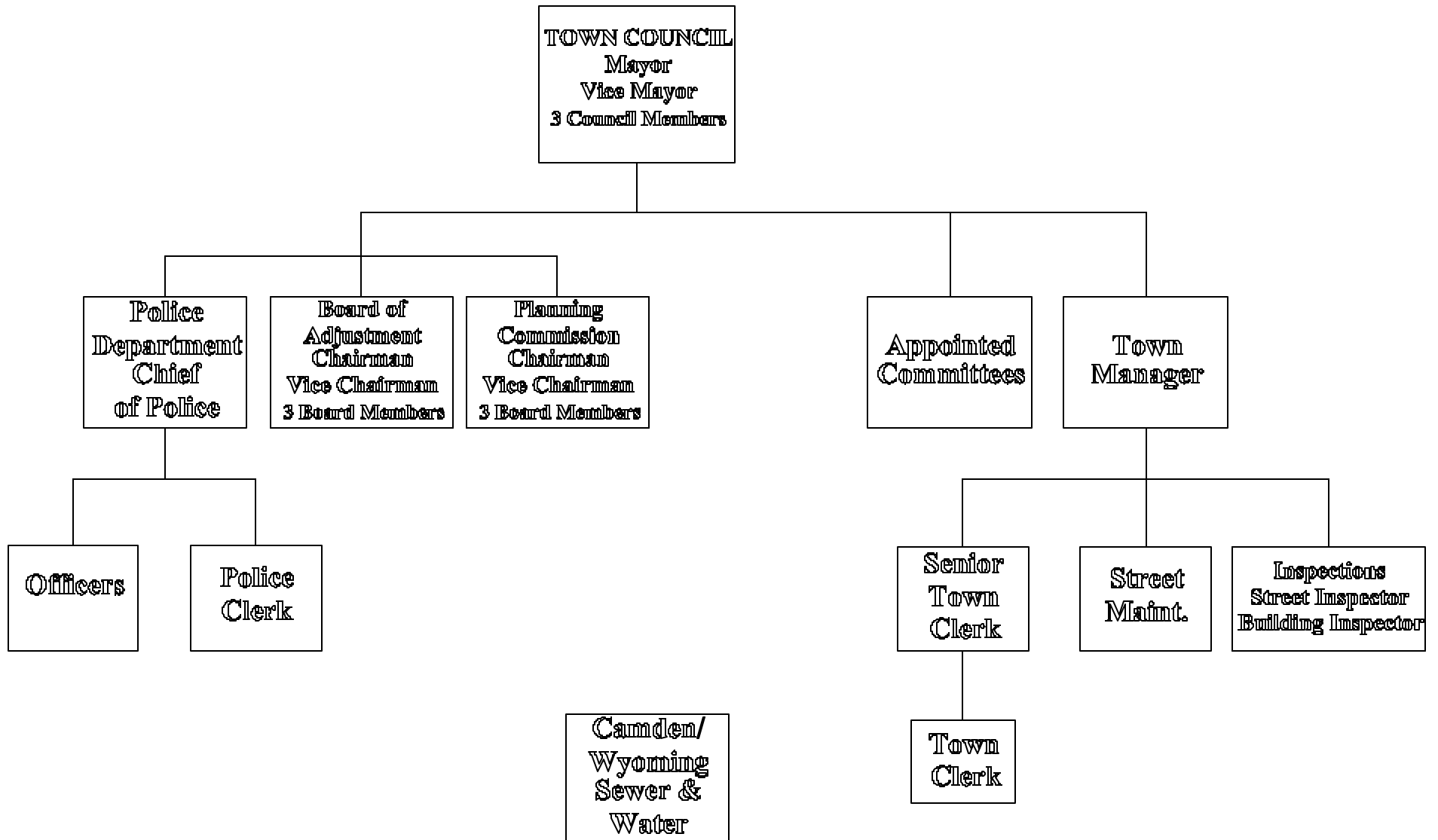
Figure No. 2 - Planning Area



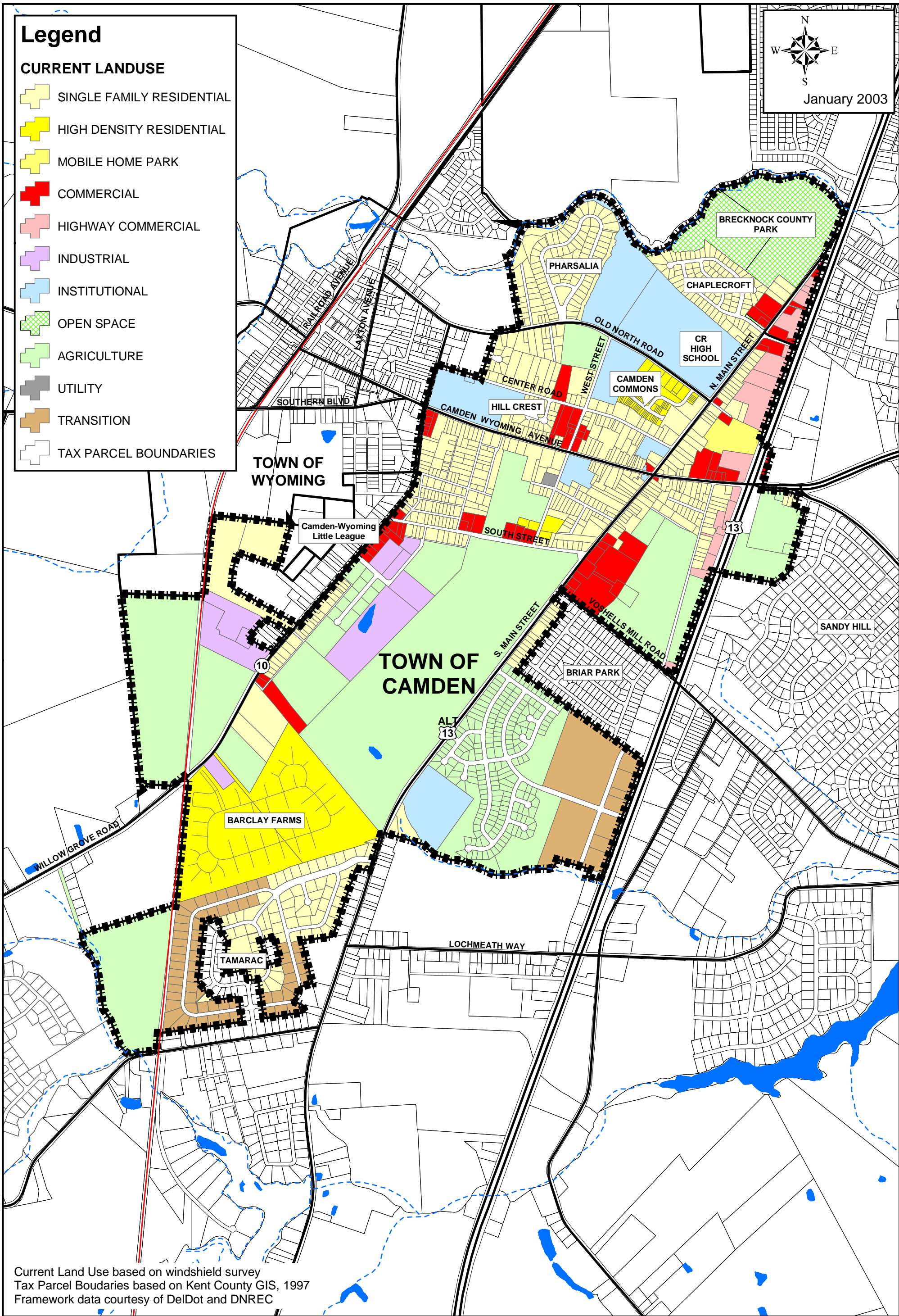
DAVIS  
BOWEN &  
FRIEDEL, INC.

ARCHITECTS • ENGINEERS • SURVEYORS  
SALISBURY, MARYLAND ■ MILFORD, DELAWARE

# CAMDEN ORGANIZATIONAL CHART







Current Land Use based on windshield survey  
Tax Parcel Boudaries based on Kent County GIS, 1997  
Framework data courtesy of DelDot and DNREC

# Town of Camden

Kent County, Delaware

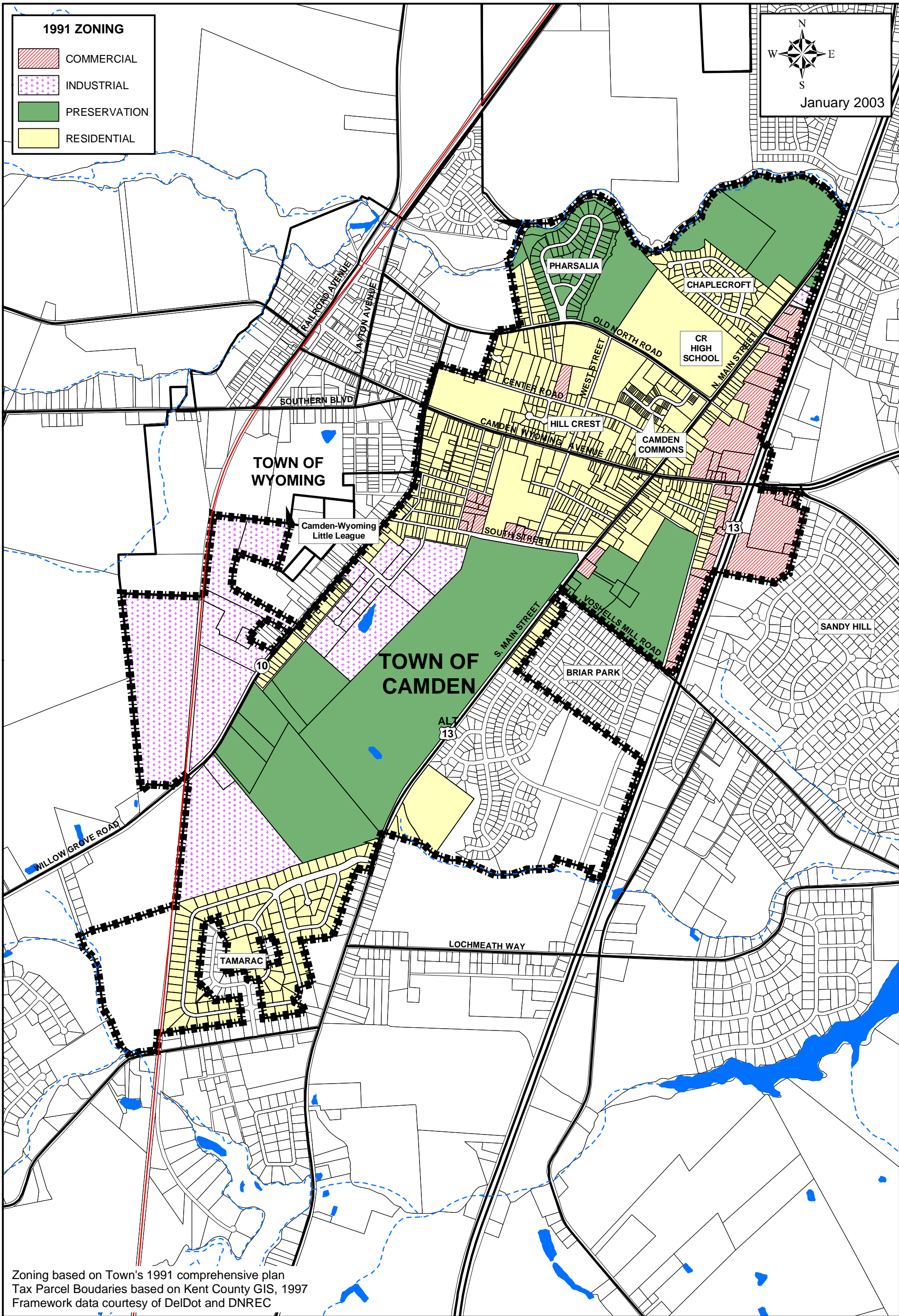
Tax Parcel Outlines per Kent County



Figure No.4 - Current Land Use





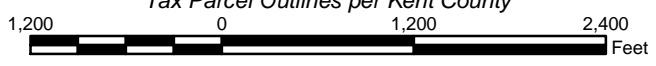


**Town of Camden**  
*Kent County, Delaware*

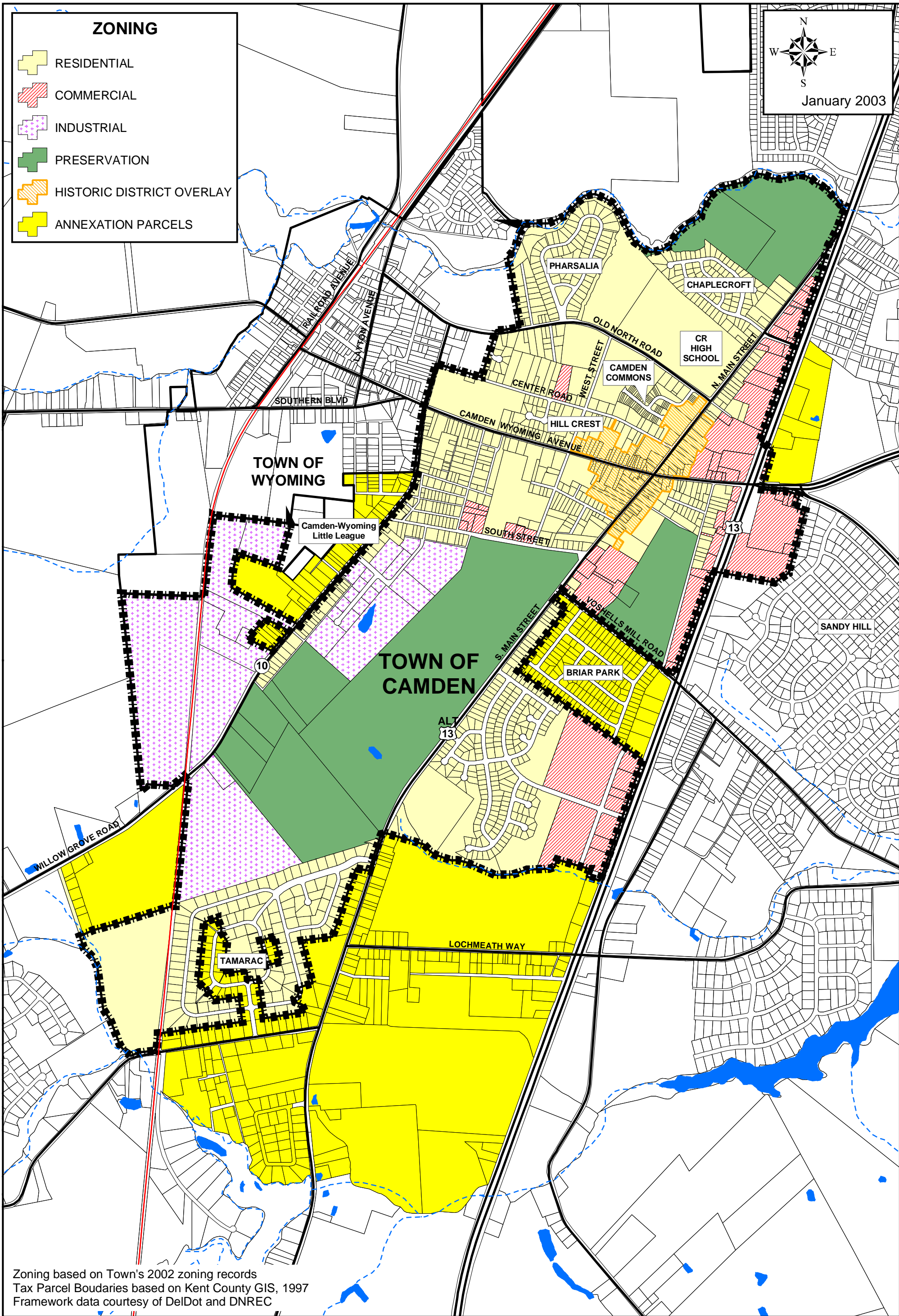
Figure No.5 - Zoning Map 1991



TOWN OF CAMDEN







Zoning based on Town's 2002 zoning records  
Tax Parcel Boudaries based on Kent County GIS, 1997  
Framework data courtesy of DelDot and DNREC

# Town of Camden

Kent County, Delaware

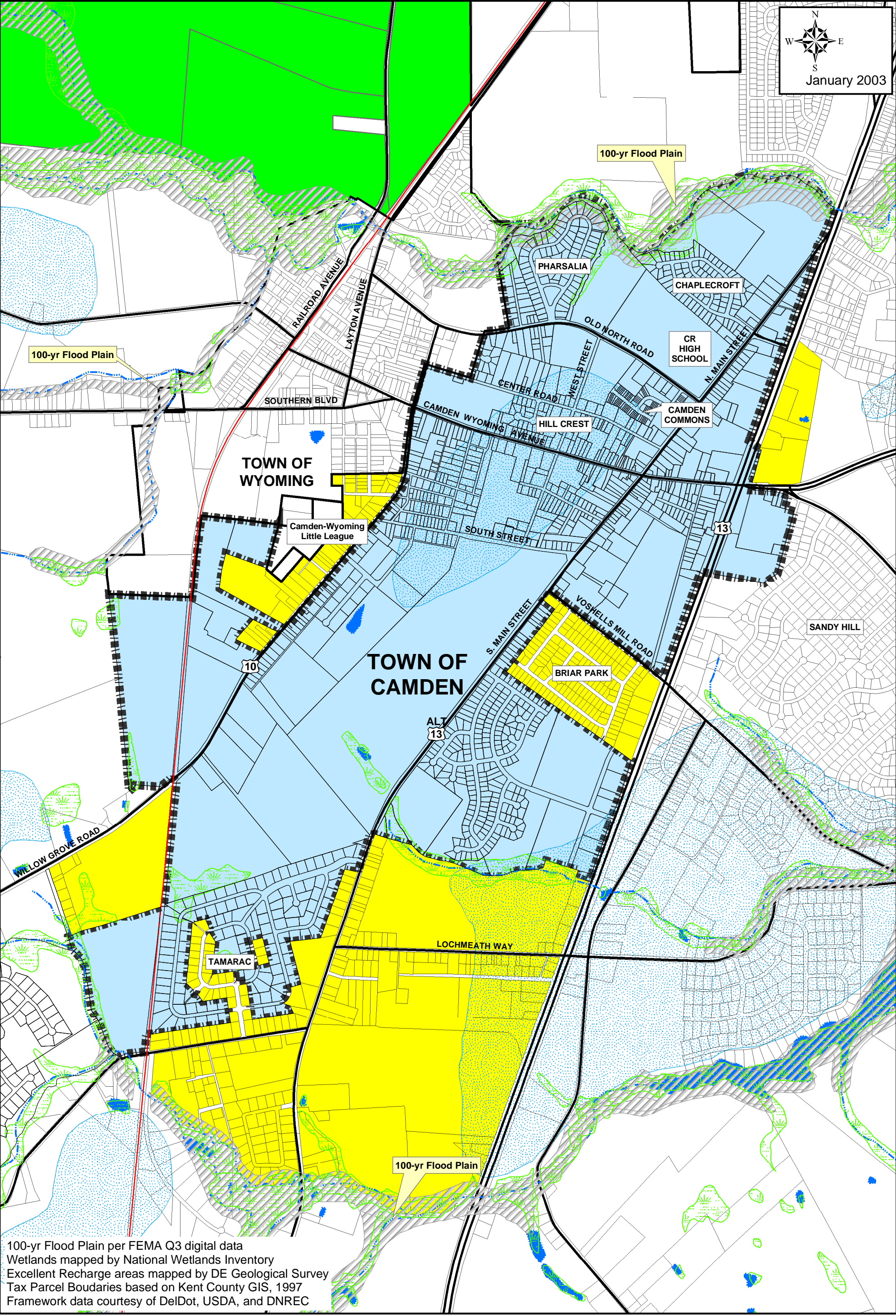
Tax Parcel Outlines per Kent County



Figure No.6 - Zoning Map Updated







- Town of Camden
- Annexation Parcels
- 100-yr Flood Plain
- Wetlands
- Agricultural Preservation District
- Excellent Recharge Areas

# Town of Camden

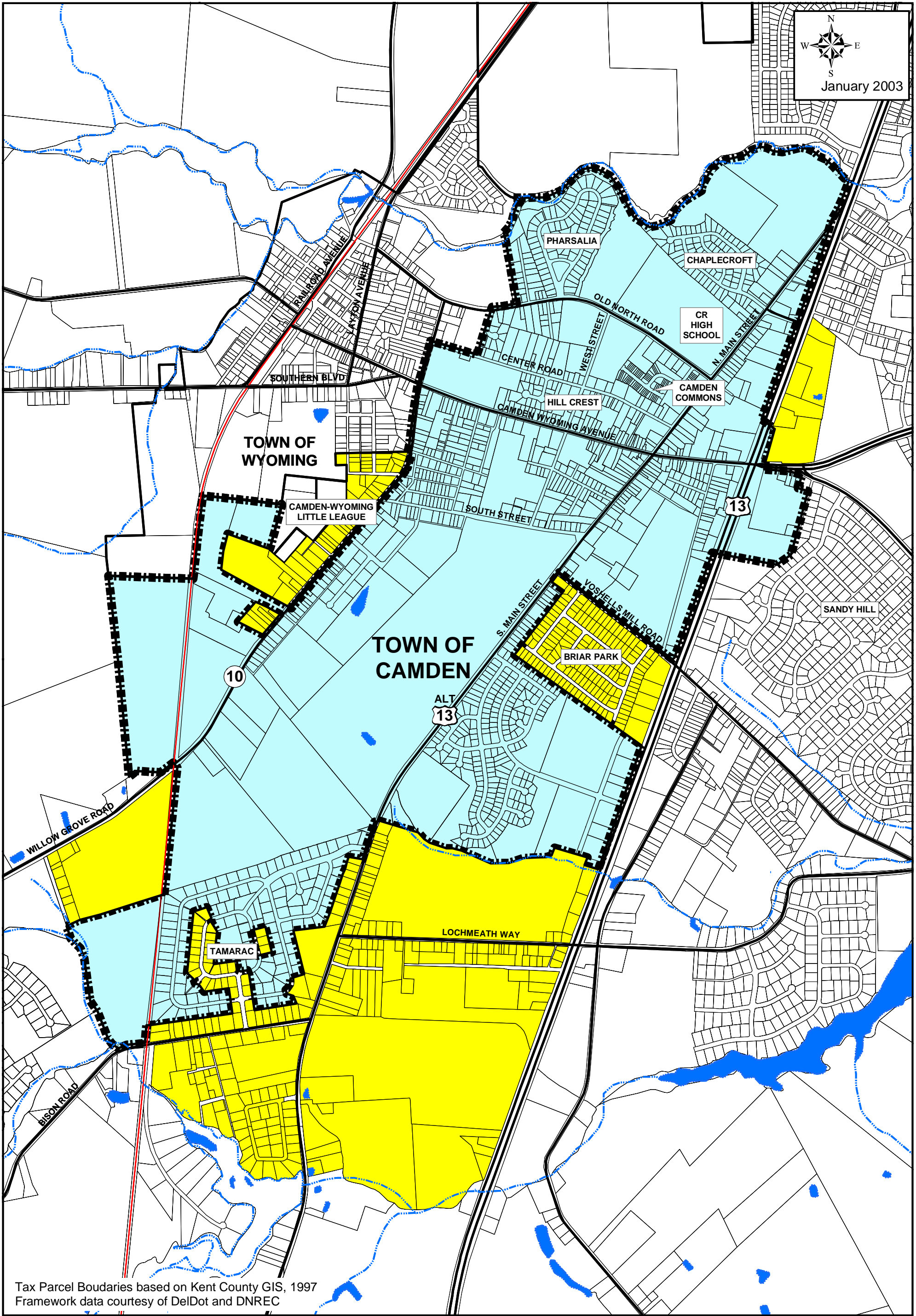
Kent County, Delaware

Tax Parcel Outlines per Kent County



Figure No. 7 - Conservation Areas

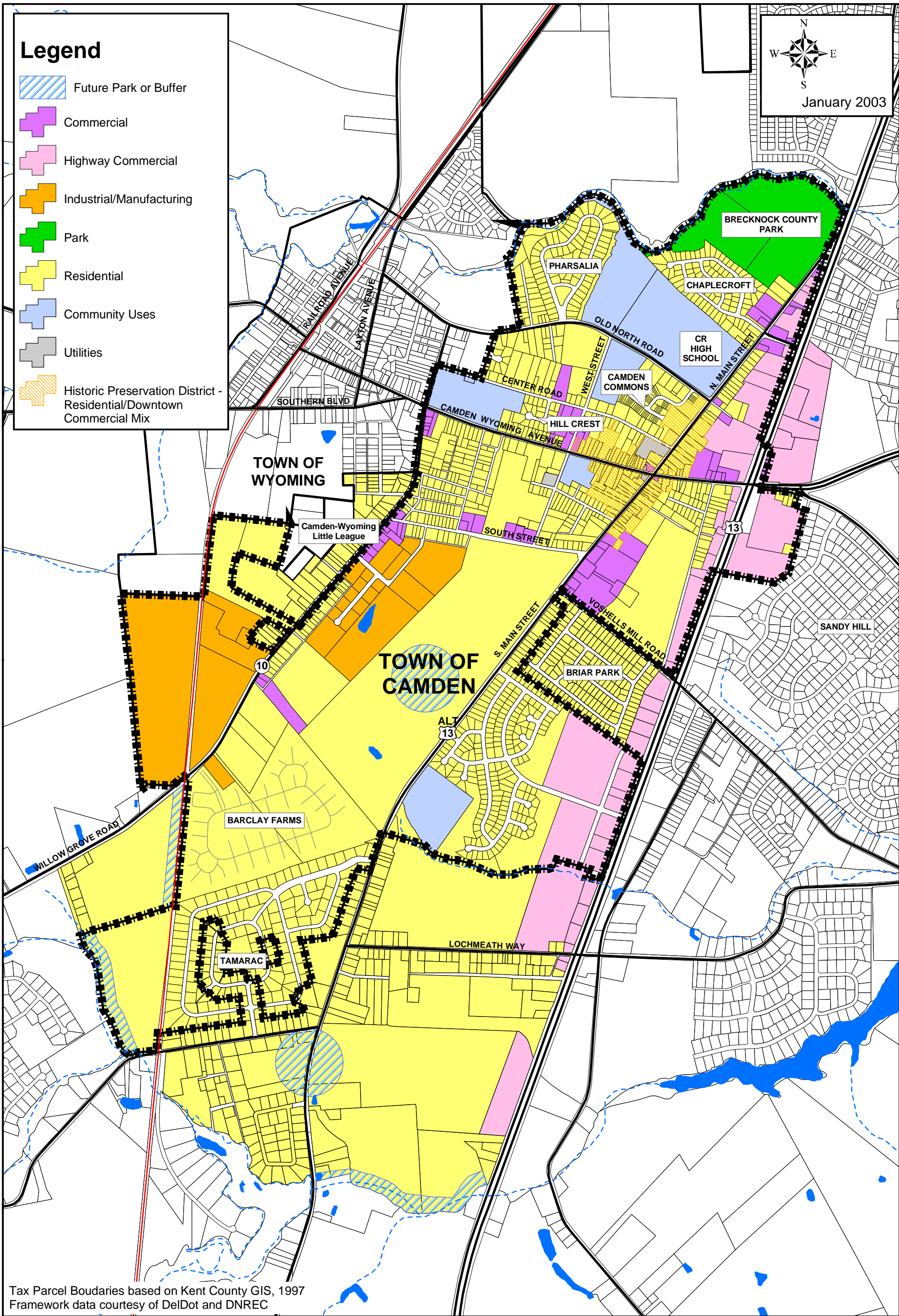




**Town of Camden**  
**Kent County, Delaware**  
 Tax Parcel Outlines per Kent County

Figure No. 8 - Potential Expansion Areas



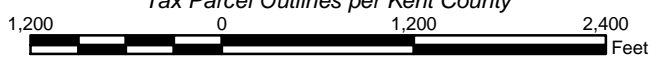


Tax Parcel Boudaries based on Kent County GIS, 1997  
Framework data courtesy of DelDot and DNREC

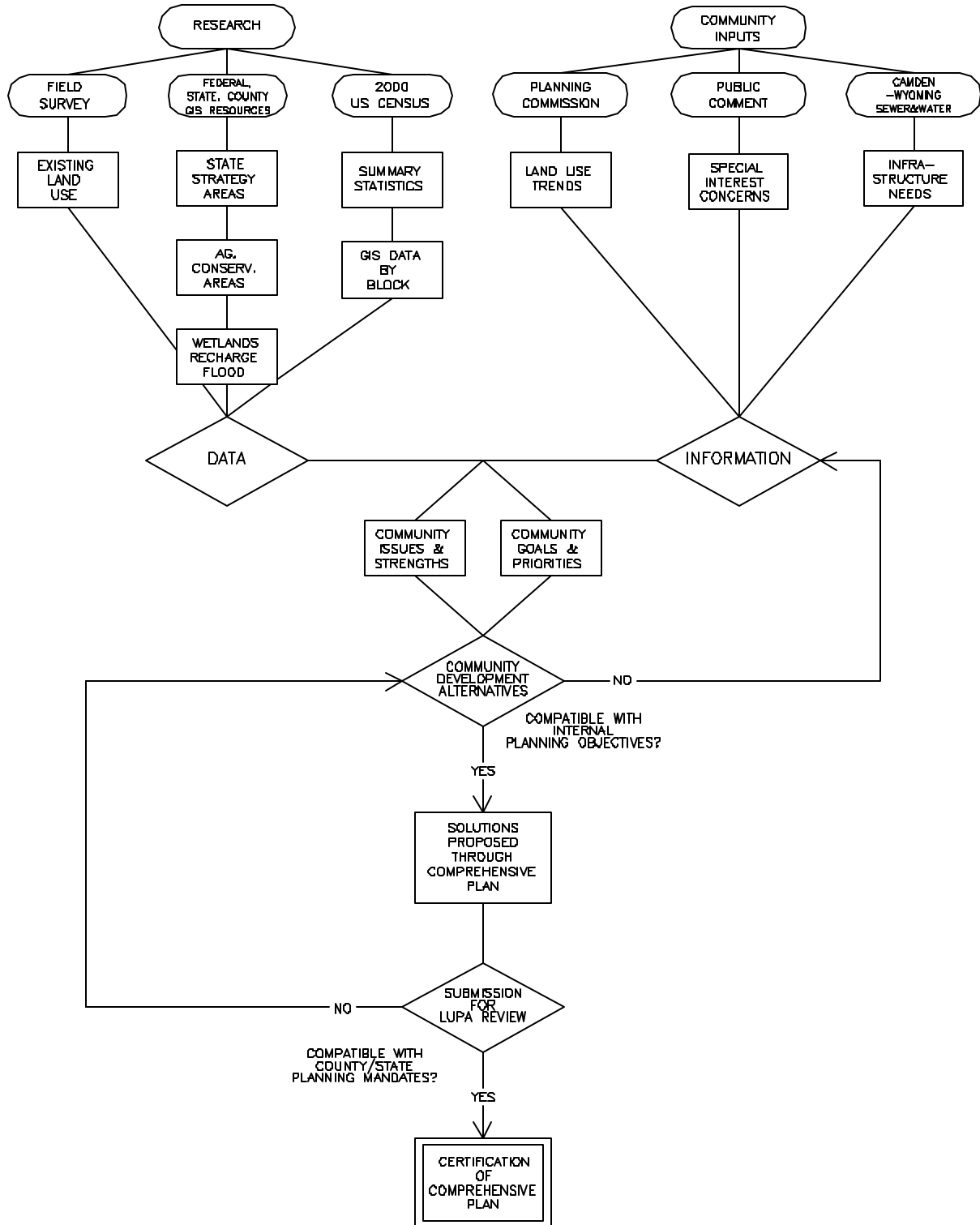
# Town of Camden

Kent County, Delaware  
Tax Parcel Outlines per Kent County

Figure No.9 - Anticipated Land Use



# TOWN OF CAMDEN PLANNING PROCESS CHART



## REFERENCES

Camden Planning Commission and BCM Engineers, Inc., 1991, Town of Camden Comprehensive Plan, on file with the Town of Camden.

Delaware Population Consortium, 2001, Annual Population Projections Version 2001.1, Dover Delaware.

Lichtenstein Consulting Engineers, Inc., 2000, Delaware's Historic Bridges, 2nd edition, prepared for the Delaware Dept. of Transportation, Location and Environmental Studies Office, Paramus, NJ.

Ratledge, Edward C. and David, P. Racca, 1996, Demographic and Commuting Trends in Delaware, Center for Applied Demography and Survey Research, University of Delaware, Newark, DE p 63.

Rogers, Vincent and Madeline Dunn, 1973, Camden Historic District - National Register of Historic Places Inventory - Nomination Form, on file with Delaware Office of Historic Preservation.



# **Other Planning Entities and Mandates - September 2002**

## **State of Delaware**

The Honorable Ruth Ann Minner - Governor

Constance Holland - State Planning Coordinator

## **Kent County**

Donald Blakey, Ph.D.- Levy Court Commissioner, District 4

Robert McLeod - County Administrator

Reed Macmillan - Director, Planning and Zoning

## **Delaware General Assembly**

The Honorable John C. Still, III - State Senator, District 17

The Honorable Colin R. Bonini - State Senator, District 16

The Honorable Gerald A. Buckworth - State Representative, District 34

## **State Agencies with Planning Mandates**

Office of State Planning Coordination

Department of Agriculture

Department of Transportation

Department of Natural Resources and Environmental Control

State Office of Historic Preservation

Delaware Economic Development Office

Delaware State Housing Authority

Department of Public Safety

Department of Education

Delaware Budget Office

Department of Health and Social Service

Dover/Kent Metropolitan Planning Organization